DOCUMENT RESUME

ED 122 057 CE 006 914

AUTHOR	Minnich, Stephen D.
TITLE	The Planned Implementation of Mutual Agreement Programming in a Correctional System. Resource Document #9: Manual.
INSTITUTION	American Correctional Association, College Park, Md. Parole-Corrections Project.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C.
PUB DATE	Feb 76
GRANT	DOL-89-24-72-02; DOL-92-24-72-37
NOTE	85p.
AVAILABLE FROM	Publication Office, American Correctional Association, 4321 Hartwick Rd., College Park, Maryland 20740 (No price given)
EDRS PRICE	MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS	Adult Education; *Correctional Education; Correctional Rehabilitation; Counselor Role; Educational Programs; Education Vouchers; *Guides; Institutionalized Persons; Manpower Development; Models; *Performance Contracts; *Prisoners; *Program Administration; Program Descriptions; Program Planning
IDENTIFIERS	MAP; *Mutual Agreement Programing

ABSTRACT

The Mutual Agreement Programing (MAP) process, as currently used in corrections, provides for the use of a legally binding contract between the inmate and the Paroling Authority. The contract outlines future inmate performance in the areas of skill training, education, institutional behavior, treatment, and work assignment or employment. It also establishes a definite parole date contingent upon successful completion of the contract terms by the inmate. The concept relies on the philosophical base that the Paroling Authority can relate positive performance in these goal areas as an indication of parole readiness. The manual is intended to provide a practical guide to correctional agencies contemplating using the MAP process. The over-all MAP process is described in detail from orientation, through contract negotiation, and up to parole follow-up. Descriptions of role changes in Parole Boards, Correctins, and inmates are contained as well as the role of the MAP Coordinator. The manual also provides a description of educational voucher services for MAP inmates. Correctional agencies will find useful appendixes containing examples of the MAP model, MAP forms, and MAP/Voucher policy. (Author/LH)

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ED122057

RESOURCE DOCUMENT #9

MANUAL:

THE PLANNED IMPLEMENTATION OF MUTUAL AGREEMENT PROGRAMMING IN A CORRECTIONAL SYSTEM

by

Stephen D. Minnich

PAROLE-CORRECTIONS PROJECT

AMERICAN CORRECTIONAL ASSOCIATION

February 1976

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ACKNOWLEDGEMENTS

This Resource Document is the result of many months of work that would not have been possible without the guidance and support of many people. With the risk of overlooking someone, it would still be remiss of me not to express my gratitude to these individuals.

Leon Leiberg has been a source of constant support in my efforts on this project. His insight and knowledge have helped to formulate much of my thinking for MAP. I have also been fortunate to have worked with an outstanding MAP staff in Maryland and they deserve much credit, especially Ron Drechsler for his administrative work with the MAP/Voucher process. Earl Gillespie has aided my understanding of the evolution of a MAP information and data system. Ellen Dunbar, Gerry Mills, and Tom Kernan all have provided valuable review comments on the final draft material. And my wife, Mary Ann, has tolerated the use of our time for this project.

Finally, many thanks to the men and women of the Maryland Department of Public Safety and Correctional Services who have made MAP a reality in Maryland.

Stephen D. Minnich
February, 1976

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BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.
4. Title and Subtitle Resource Document #9 MANUAL: THE PLANNED IMPLEMENTATION OF MUTUAL AGREEMENT PROGRAMMING IN A CORRECTIONAL SYSTEM.			5. Report Date February, 1976 6.
7. Author(s) Stephen D. Minnich, MAP Coordinator - Maryland			8. Performing Organization Rept. No.
9. Performing Organization Name and Address ACA Parole-Corrections Project 4321 Hartwick Road College Park, MD 20740			10. Project/Task/Work Unit No. 11. Contract/Grant No. 92-24-72-37 89-24-72-02
12. Sponsoring Organization Name and Address U.S. Department of Labor Office of Research and Development Employment and Training Administration 601 D Street, NW, Washington, DC 20213			13. Type of Report & Period Covered Manual 1976 14Supplements NTIS PB 211187/AS

15. Supplementary Notes
Prepared under contract with Parole-Corrections Project
American Correctional Association

16. Abstracts
This manual is intended to provide a practical guide to correctional agencies contemplating using the MAP process. The overall MAP process is described in detail from orientation through contract negotiation up to parole follow-up. Descriptions of role changes in Parole Boards, Corrections, and inmates are contained as well as the role of the MAP Coordinator. This manual also provides a description of voucher services for MAP inmates. Correctional agencies will find useful appendices containing examples of the MAP model, MAP forms, and a MAP/Voucher policy. Along with the previous Resource Documents from the ACA Parole-Corrections Project, this manual should be a valuable aid in the implementation of MAP in a correctional system.

17. Key Words and Document Analysis. 17a. Descriptors
MAP, Mutual Agreement Program, Model, Vouchers, Corrections, Parole Board, Inmate, Manpower, Probation, Parole, Parole-Corrections Project, American Correctional Association.

17b. Identifiers/Open-Ended Terms
Training Practices, Corrections, Prison, Handbook, Employment Coordination.

17c. COSATI Field/Group

18. Availability Statement	19. Security Class (This Report)	21. No. of Pages
Available from Publication Office, American Correctional Association 4321 Hartwick Rd., College Pk, MD 20740	UNCLASSIFIED	84
	20. Security Class (This Page) UNCLASSIFIED	22. Price

FORM NTIS-35 (REV. 10-73) ENDORSED BY ANSI AND UNESCO. THIS FORM MAY BE REPRODUCED USCOMM-DC 8265-P74

This document on a special manpower project was prepared under Grant Nos. 92-24-72-37 and 89-24-72-02 from the Office of Research and Development, Employment and Training Administration, U. S. Department of Labor.

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Introduction

Reform and change movements in American prisons are as old as prison itself. In fact, the first prisons in America were born out of a reform movement seeking an alternative to capital punishment which in Pennsylvania in 1776 was the penalty for 16 crimes including treason, sodomy, witchcraft, and arson.[1] The establishment of prisons and the ethic of rehabilitating the criminal was a change in philosophy in the criminal sanction system that in the eighteenth century was used primarily for vengeance and deterrence. Prisons and the idea of rehabilitation thus entered the criminal sanction field on a wave of moralistic reaction to the maiming, branding, whipping, and killing by the state. Regardless of the early failures (and there were many) prisons were a moral alternative to capital punishment on a large scale. Despite the well documented horrors and abuses of prison (even solitary confinement was treatment oriented), prisons continued to develop largely in irrational fashions. With no scientific knowledge of human behavior change, moralist rehabilitators initiated reform movement after reform movement all calling for increased efforts toward rehabilitation of the criminal. Rehabilitation through solitude and prayer was followed by other reforms in a somewhat interchangeable order depending on the group that was proposing the reform. Hard labor, discipline, skill training, psychiatry, education, electric shock, counseling, behavior modification, sociology all have been methods in rehabilitation reform movements. But the fact is the only reform that has survived across the country is the first one, prison itself.

Following a great national reaction during the early 1960's to racial disturbances and a soaring statistical crime rate, our country produced an abundance of commissions, studies, conferences, grant programs, and models aimed at defining and solving the crime problem. Among the results and conclusions of all these activities was a central if somewhat evasive answer that something was basically wrong with our prisons. Curiously, without any examination of the philosophical basis of prisons, we collectively and self-assuredly launched yet another massive attack on our prison system with the central stated goal of making prisons work. Ramsey Clark, with words that would have warmed the hearts of our Quaker prison founders, boldly proclaimed:

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[1] Orlando F. Lewis, The Development of American Prisons and Prison Customs, 1776-1845 (Montclair, New Jersey: Patterson Smith Publishing Company, 1967).

> "We know that corrections can rehabilitate . . . America is a nation with skills and resources to provide the necessary elements of rehabilitation: physical and mental health, all the education a youngster can absorb, vocational skills for the highest trade he can master, a calm and orderly environment away from anxiety and violence, living among people who care, who love -- with these a boy can begin again."[2]

This reaffirmation of our tired prison ethic came with only one string attached. With the infusion of billions of federal dollars, corrections was required to become scientifically results oriented. Seldom used terms like control group, statistically significant, follow-up, cost-benefit became the new nemesis of the reformers.

Almost a decade later the prison ethic of rehabilitation behind walls stands at its lowest ebb. In the absence of any objective rationale, for the past 200 years, men have taken power over other men under the guise of benevolence and the result, accentuated by our most recent efforts, is that the ethic of our criminal sanction system is currently suffering a credibility gap of enormous proportions. It has become a standard literary style of current critics to quote prison officials of past days as they recorded their unfulfilled promises of rehabilitation. The contemporary nature of their words of reform and rehabilitation lends itself to much irony and sarcasm.

The administration of criminal sanctions in this country is now on the threshold of another change. The bywords of the new reformers are terms like due process, inmates' rights, equal treatment, and class action. Far more radical than any reform in the past 200 years, this new change is in the power relationships of the principals (keeper and kept) in the prison experience. The change is not a results oriented change, but rather one of process with emphasis on <u>how one does it</u> rather than <u>what one does</u>.

The courts have played a major role in this change movement. Traditionally the courts have granted great latitude to correctional administrators in controlling the prison experience. But following the 1960's, affirmative court decisions against correctional administrators and

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[2]Ramsey Clark, <u>Crime In America</u> (New York: Simon and Schuster, 1970).

Parole Authorities could be found on almost every decision-making point in corrections. Even the courts could no longer ignore the fact that the rehabilitation ethic of prison was no longer valid to justify such unbridled discretion over human beings.

Decisions handed down by courts have established procedures that are to be followed in revocation of parole and probation, procedures governing due process in prison disciplinary hearings, and procedures governing transfers between institutions. The courts have also ruled against prison limits on free speech, mail censorship, access to the courts, and the exercise of religion. The discretion of Parole Authorities has been limited by the courts requiring written reasons for denial of parole release. Some courts have even established minimum due process for the parole hearing itself. With few exceptions, the courts have dealt with the process surrounding these decision points rather than the substance or results of these decisions.

With the focus of this current change movement being on the process of administering criminal sanctions rather than the results of such sanctions, the effect on prison systems may be chaotic and regressive. The supporters of the change are a curious blend of liberals and conservatives with no central spokesperson. ACLU lawyers are supporting the change on constitutional grounds, liberals are supporting the change for humanitarian purposes, and conservatives are supporting the change to rationalize confinement in prison. Prison administrators cannot help but be anxious regarding the potential effects on the system.

One thing that seems certain in the face of such a coalition is that the rehabilitative model of prisons cannot survive intact. Change is upon us and now is the time for prison administrators to modify their impossible mission of inmate rehabilitation and begin to set realistic goals for their operations; goals that can be managed and attained. Prison administrators must prepare to manage these change forces for the benefit of the entire correctional community. Strategies and responses should be designed to take advantage of this time in our development.

An important element of an administrative approach to the problem will be the involvement of inmates as the new shareholders of power. Whether the goals be rehabilitation or punishment, treatment or custody, in today's prison experience inmate involvement is a reality and, therefore, must be programmed and managed.

Without programmed responses such as MAP, any merits

of the current correctional process will be lost in a maze of litigious activity necessitated by the current emphasis on process. The involvement of inmates in their own correctional planning should not be accompanied by a negative reaction from administration. Rather, the benefits of skill training, education, therapy, and employment can be maintained in a treatment program if it is developed through full participation of all concerned parties. The MAP program, with its strict attention to due process concerns, offers an adequate forum for full participation and agreement on inmate treatment programs in the correctional system.

This manual is intended to present one practical method of managing the change that is occurring in our field. It presumes that the reader has accepted the fact that the power relationships in corrections are changing and that effective administrative and program responses are needed to provide for transition. It is also assumed that the reader has a firm philosophical background in Mutual Agreement Programming (MAP) previously presented in other American Correctional Association resource publications. Rather than providing insight into corrections, this manual is designed to provide administrators with the "how to" aspects of Mutual Agreement Programming.

SECTION I

AN OVERVIEW OF MAP PLANNING AND DEVELOPMENT

There are many principles and procedures of good planning that must be present when a change in an organization is undertaken. Many of these philosophical considerations were previously addressed in the Resource Document #3, The Mutual Agreement Program - A Planned Change in Correctional Service Delivery. This material remains both current and useful for MAP implementation. Elements that are particular to the MAP process and its successful implementation are the primary concern of this manual.

First and foremost, the administrative leadership of a correctional system must have a thorough understanding of the change elements that are affecting the current operations of our nation's prisons. As postulated in the Introduction, this change is best characterized as a change of the administrative process of corrections rather than its results. Administrators must recognize the possible impact that this change of process may have on the overall system. With a conscientious recognition that this new emphasis on process will occur, administrations in their planning efforts should attempt to manage this change for the maximum benefit of overall agency objectives.

In correctional systems that are often comprised of interrelated yet semi-autonomous agencies, arriving at a consensus opinion on this matter of change may be a major task. Parole Authorities have traditional direct ties to the Governor of the state while other correctional units such as prisons, parole supervision, and probation services may have more complex administrative structures.

Even if a state correctional system, including the Parole Authority, is organized under one chief administrator, it would be advisable to gain an open concurrence on the need for a MAP process from administrators of all the agencies in the system. A process as complex as MAP with its requirements for inter-agency cooperation will not fare well if only mandated by a chief administrator.

Special attention should be directed to the Parole Authority during the formulation of an administrative commitment to MAP. Few Parole Authorities have set criteria for decision-making. This means they are virtually autonomous in their patterns of parole release decision-making. It is, therefore, critical that unanimous support for the MAP process be sought from the Parole Authority members. A commitment to the MAP process by the Parole Authority is an irreplaceable element in the total administrative commitment.

This administrative decision to utilize MAP should recognize MAP as a process to manage the change that is occurring in corrections. The chief administrators should view MAP as a planned response rather than a defensive reaction. The MAP process makes the correctional system more manageable and possibly more productive while meeting the basic requirements of the new emphasis on due process.

Once the administrative decision is made, a system-wide MAP Coordinator should be selected. Each system will have to determine specific personnel qualifications but attention should be paid to the description of the role of the MAP Coordinator contained in Section IV. A person selected for this position will need to have a broad knowledge of the current operations of the system. All agency administrators should participate in the selection process and the final selection should be approved by all agencies. Since the role of the MAP Coordinator is both administrative and programmatic, selection should be based on both considerations. The implementation of MAP rests heavily on the Coordinator's performance in the actual MAP process. Any MAP Coordinator selected must believe in the concept of inmate participation in the MAP process or the outcome will be a creation of an elaborate network for prescription programming for inmates.

Initially, however, the MAP Coordinator must assume responsibilities of development and adaptation of the MAP Model and orientation and training of agency staff. In order to perform these functions, the MAP Coordinator should be administratively placed in the organization to allow for wide latitude in cross agency communications. If there exists a single chief administrator for all correctional agencies, then the placement should be at that level. If the agencies are split in their administrative reporting functions, then the MAP Coordinator should have a placement in the organization that is agreed to by all agencies. The key to the placement in any case must be free flowing communication access between the MAP Coordinator and the various agency administrators.

The MAP Coordinator must then translate the previous administrative commitment to MAP into a functional policy and operations statement -- the MAP Model. Due to the various state parole laws and existing administrative procedures, MAP Models will differ from state to state. The MAP Coordinator should adjust the principles of MAP to the procedures and laws of the particular state. In Section II a further discussion is provided on those elements of the MAP process that must not be compromised. Every other element of the MAP Model should meet local requirements. Initial drafts of the MAP Model should be exposed to the

largest review possible within the correctional system. In all cases, the Attorney General of the state should review the MAP Model and approve the final format. An opportunity for inmate groups to have input into the MAP Model is also important. This is not only programmatically helpful but it will begin to emphasize the spirit of shared responsibility of the MAP Model. It may also be considered as a wise action to involve the local ACLU office or Legal Aid Bureau. Since any litigation regarding the MAP process will most likely involve such groups, early involvement may save future misunderstandings.

The final MAP Model, once approved by all correctional agencies and the Parole Authority, then should be formally ratified by all parties as binding policy until further notice. Any recisions, changes, or updates to the MAP Model should be made in a similar manner as the initial Model development. Since it is a joint policy all agencies must agree to any adjustments. If any changes are required after Model implementation, caution should be exercised not to alter any MAP Agreements written under the previous Model.

After the MAP Model is established, the policy should be distributed as widely as possible. All agencies should see that any employee who may deal with the actual MAP process or come in contact with inmates under MAP Agreements has a copy of the Model. Additionally, large scale orientations to the MAP process should be held by the MAP Coordinator for agency employees. The MAP process must be understood by all personnel since it may change record keeping and procedures for employees who may not be directly involved in negotiations. If the MAP process is at least understood, problems may be averted before they occur.

Training sessions should be developed for the staff members who will be directly involved in the MAP process. The content of this training should emphasize the specific MAP process (Section III), the changes in role (Section IV), and changes in forms and information flow (Appendix B). Special training and orientation should be held for the Parole Authority dealing with their role changes. Both correctional personnel and Parole Authority members should be thoroughly briefed in the setting of objective MAP contract criteria as opposed to subjective criteria. Substituting quantities in terms of grades, counseling sessions, and weeks of work may take considerable practice from people accustomed to the use of subjective terms such as "very good," "tried hard," or "satisfactory."

The training and orientation in these areas may prove useful, but in a process such as MAP that is so different

from existing policies and procedures many people will only learn by doing. This segment of the training can be accomplished by a pilot project (Section VI). Choice of a pilot project site must closely reflect the reality of the overall system and thereby produce a miniature version of the MAP process. In addition to providing an on-the-job training experience for all parties involved including inmates, the pilot project will allow for an analysis of the process as it will materialize for the larger system. By representing the MAP process in a real situation, an opportunity is presented to examine the interrelationships of the process with the system elements. Information and follow-up data from the pilot project will be critical to system-wide application of the MAP Model.

During the pilot phase it is important to establish a system of information flow and follow-up data collection. If the forms are properly constructed and integrated into the MAP process, then the process should generate all data necessary for program evaluation. All the forms in Appendix B are directly tied to the actual MAP process. In order to enter a negotiation, a Pre-Negotiation Summary must be completed. There can be no negotiation without the Summary. All the other forms also correspond to a particular MAP process function. In order for the process to occur, the corresponding form must be completed. Anyone with experience in data collection in corrections can appreciate the concept of the actual process generating the data necessary for evaluation rather than relying on unrelated follow-up forms. The MAP process forms record inmate background, initial inmate proposal, any compromise during negotiation, counselor objections, actual contract performance, reasons for non-performance, and final contract completion. Only post-release performance must be gathered by traditional follow-up forms.

The information, once compiled, should be distributed to all agencies involved in order that MAP procedure adjustments may be proposed as necessary. Later the information should be used in an evaluative form to determine when and where system-wide expansion efforts should begin.

Information flow in the MAP process will be a driving force. If the MAP process is viewed as an input/output system, the information flow is critical. With the conversion mechanism in the input/output system being the parole MAP negotiation session, all information flow prior to negotiation will comprise input and all information flow after negotiation will be output. A breakdown in information flow will cause a corresponding breakdown in the MAP process.

Following the pilot project experience and an analysis

of the feedback information, the correctional system is ready to make decisions on system-wide application. All the traditional considerations of cost-benefit and feasibility of any operation moving from a pilot demonstration to full-scale implementation must be made. But for MAP in corrections, two major considerations are also critical. One is availability of resources for inmates to propose at MAP negotiations and another is large scale information flow.

Availability of resources will be crucial and should encourage innovation on the part of corrections. Moving inmates closer to their own communities in residential centers will aid in resource acquisition. Also, experimental programs in vouchered services (Section VII) may provide the diversity needed to meet MAP Agreement requirements. Expansion of work and study release programs and home furloughs all will aid in resource location.

Additionally, before any large correctional system uses the MAP process on a wholesale basis, a complex system of information flow must be developed. Ideally, such a system would utilize computers and electronic printers or cathode ray terminals in order to display the information retrieved in a useful fashion. Such information as a catalog of all resources, prerequisites, length of courses, number and frequency of classes, current and future enrollment, institutional bed space and other related data should be kept current and be available at any time during the MAP process.

Despite the fact that no correctional system currently has an operational computer information system that has the capability to handle all system information and future movements regarding all MAP inmates, the technology does exist. Just as airlines, hotels, and colleges have adapted their information and reservation systems to computers, one day with a MAP format in place, corrections will also be able to use computers in a similar manner.

But to facilitate this progression, corrections must first develop a manual system of information flow. In the past, corrections programs, even within the same department, have often jealously guarded information regarding their activity. Too often, institutions in the same system are unaware of the resources and services available to other facilities. Before an information system can be computerized it first must, in fact, exist.

The establishment of a central location inventory of all system resources, prerequisites, capacities, and locations, and the presentation of this information in a

catalog format will be an essential step in an information system's development. Rather than viewing such an activity as primitive it should be regarded as an essential developmental stage. This catalog coupled with some sort of index card system on spaces in each resource is the beginning of the reservation system for MAP within Corrections.

Good planning, administrative commitment, consensus on MAP policy, extensive training and orientation, testing in a pilot demonstration, comprehensive information flow and solid evaluation will be the elements that will allow a state correctional system to give the MAP process a fair trial. The theoretical advantages of the MAP process, however attractive, will not materialize if an unplanned implementation is attempted. The natural inertia of the system will quickly capitalize on lack of information and poor planning to retain the status quo.

SECTION II

THE SUBSTANCE OF THE MAP MODEL

The MAP process, as currently used in corrections, provides for the use of a legally binding contract between the inmate and the Paroling Authority. The contract outlines future inmate performance in the areas of skill training, education, institutional behavior, treatment, and work assignment or employment. It also establishes a definite date parole contingent upon successful completion of the contract terms by the inmate. The concept relies on the philosophical base that the Paroling Authority can relate positive performance in these goal areas as an indication of parole readiness.

Under the MAP process, the contract is developed through an open negotiation with the inmate, the Department of Correction, and the Parole Authority. The Corrections Department is involved because it in most instances becomes the agency responsible for the delivery of the services to enable the inmate to accomplish his/her contract objectives.

Since the process may be subject to judicial review, each jurisdiction that proposes to use the MAP process must first develop an explicit MAP policy and procedure statement that will serve as the MAP Model (Appendix A). Also, MAP is a process designed to take advantage of the decision-making points in corrections and all available resources; therefore, the local MAP process must be formally presented in order that all parties to MAP will know the rules. Just as the MAP Model in the Appendix of this manual is an adaptation of the national Model developed by the ACA Parole-Corrections Project, all jurisdictions will find that certain procedures will have to be localized. Procedures dealing with Parole Authority review of MAP proposals, content of reports dealing with pre-negotiation, eligibility of inmates to negotiate and information flow for MAP all must be tailored as closely as possible to the existing system and clearly detailed in the MAP Model.

MAP procedures and workload should not create a parallel system that causes existing personnel to be over-burdened. In the case of a parole hearing, if the Parole Authority members normally receive psychological reports, pre-sentences, and institutional history, then they should receive the same quality and quantity of information as usual. The only difference may be that the information should be relevant to future goal setting of the inmate rather than attempting to predict future behavior.

All of the correctional agencies involved in the MAP Model should have an opportunity to review the proposed Model and make any suggestions or changes. As previously mentioned, unanimous agreement from Parole Authorities, Corrections Departments, Parole Supervision Departments, and Inmate Grievance or Ombudsman Organization will be necessary to implement the MAP process. Each agency should use appropriate means to gain full staff input previous to any finalization of the MAP Model.

Also, the MAP process will benefit if inmates or inmate organizations had an opportunity to review the MAP Model and have a chance for input. Model development and finalization must also be an effort in mutual cooperation and shared responsibility among Parole Authority, Corrections, and inmates.

Following the review by the agencies involved, the jurisdiction's law office, Attorney General, or solicitor should review and approve the Model. Since the MAP process should result in a legally binding contract then it must meet the minimum tests of a legal review. With this review complete, and all departments and agencies in agreement, the MAP Model can then be formally adopted by all departments as existing policy until such time as all departments would meet for updates or changes to the Model.

This procedure of local adaptation of the MAP Model will insure that the MAP process is workable under the existing laws and allow all agencies input in the planning process from the beginning. Although procedures and content of the MAP Model may vary between jurisdictions, certain principles of the MAP Model must remain intact if the MAP process is to work. These principles are open face-to-face negotiation of MAP Agreements, finalizing the MAP Agreement in a legal contract, stating the contract terms in objective criteria, and establishing a fixed definite parole date.

Open Negotiation

The MAP Model provides the establishment of the position of MAP Coordinator. One of the duties of the Coordinator is to insure open negotiation. The MAP theory states that an inmate's MAP Agreement must not be a prescription that is developed and forced upon him/her. The inmate is responsible for developing his/her initial objectives and selecting a proposed parole date. Correctional counselors are responsible to aid the inmate in proposing a plan that is responsive to the inmate's needs. The MAP Coordinator's role is to insure that the proposal is responsive to the inmate's desires as well. If there exist differences between the inmate's proposed plan and the counselor's

evaluation, the MAP Coordinator must attempt to resolve them. However, the inmate at this stage of the negotiation must be allowed to make his/her own proposal.

The inmate's MAP proposal, including program objectives and a future parole date, is then presented to the Parole Authority in an open hearing involving the inmate, the MAP Coordinator, the correctional representative, and the Parole Authority members. It is during this negotiation that the inmate explains his/her plan and proposed parole date and the Parole Authorities react with their needs for parole readiness. Any differences are negotiated to the mutual satisfaction of all concerned and if no agreement is reached, the inmate returns to the normal parole process without prejudice. The benefit from open negotiation is that the inmate expresses his/her own objectives and that through this process a higher degree of individualization and motivation can be accomplished. Each inmate has the opportunity for direct confrontation with the decision-making process rather than dealing in a second hand manner with authority.

Parole Authorities and corrections may be apprehensive to allow totally open negotiations. Counselors may not want to allow inmates to bring MAP proposals to the MAP negotiation that they consider unreasonable. Although good counseling requires the counselor to provide insight to the inmate and the MAP process demands that counselors share any final dissent about the MAP proposal with the Parole Authority, inmates must be allowed to present any workable plan. Only unlawful elements or clearly impossible elements may be excluded. Such an experience for an inmate will be an opportunity to test firsthand his/her perceptions about reality. Options exist in the MAP process for Parole Authorities to negotiate compromises on unrealistic plans, refer them for further development or refuse to agree if the inmate remains adamant. The best MAP Agreements will be produced when inmates compromise on unrealistic goals, and in turn the inmate sees the Parole Authority compromise on what is perceived as an unrealistic requirement.

Legal Contract

The agreement that is reached in the MAP negotiations must be finalized in a legal binding contract. This provides the element of proof or trust for the inmate in that if he/she accomplishes the objectives outlined, then parole will be guaranteed. Additionally, the legal contract insures accountability on the part of the correctional authorities to deliver the services necessary for the inmate to accomplish the objectives on time.

With a contract the inmate is assured that lack of performance through no fault of his/her own will not affect the parole date. If, for example, the agreement calls for the inmate to attend group counseling sessions for 12 weeks during the agreement and the group leader is absent, then the inmate cannot be penalized. The Department of Correction must provide a substitute leader or re-schedule the group otherwise the inmate is still under agreement for the agreed parole date.

Objective Contract Terms

The inmate's MAP Agreement must be stated in objective measurable terms. These terms must not be subject to interpretations. Subjective words to describe performance such as "very hard," "good," "satisfactory," or "excellent" must not be used. Performance must be measured in quantified terms. If an inmate must have counseling, then he/she must be required to attend a certain number of sessions. In training programs, a specific number of hours of training might be required. In institutional behavior, the inmate could be allowed no convictions for violation of institutional rules. Parole Authorities have been known to allow discipline clauses stating that the inmate may have only one or two convictions of institutional rules. In any case, the terms must be objective in order that each party to the agreement know exactly what will be expected.

The requirement of stating all MAP Agreement terms in objective criteria must not be compromised. The confusion that will be caused if MAP Agreement terms are not objective would render the MAP process unworkable. Counselors will find it difficult, however, to accept an inmate treatment objective as one stating: Inmate must attend one group counseling session once a week for fifteen weeks with no absences to be allowed. Counselors would much prefer to see a treatment objective state: Inmate must attend group counseling sessions and develop insight in his problems regarding his relationship with authority figures. For contract purposes, the problem with measuring the second objective would be impossible. Each and every inmate could claim new insight however meager and experts could be called on both sides. Even if a phrase was added to give the counselor sole authority to determine change, the counselor and the inmate simply revert back to the manipulative relationships of parole hearing preparation. Although objectivity is not without faults, the MAP process will not work without it.

Definite Parole Date

Finally, the MAP Model requires a fixed definite

date parole. Since the MAP contract describes future objective performance by the inmate that the Parole Authority believes will indicate parole readiness, then the parole date must be definite. This increases the motivation of the offender and eliminates the psychological hardship associated with not knowing when parole release will be granted. If any one aspect of the MAP process gains a broad acceptance, it is the definite date parole. Inmates, administrators, counselors, service programs, parole board, and legal authorities all express support for the definite parole date.

These elements of open negotiation, a legal contract, objective criteria, and fixed date parole make up the substance of the MAP Model. They assume that individual change will only occur when the change is voluntary and motivated by an obtainable objective.

Regardless of the differences in procedures and statutes that affect correctional institutions and Parole Authorities, these principles must remain intact. Because of minimum sentence laws or laws governing classification and security movements of inmates, certain elements of a MAP program may be predetermined. However, in most jurisdictions, classification and security movements are directly affected by a possible parole date. Since MAP establishes a firm date of parole, all other considerations are potentially negotiable.

Once the MAP Model is adapted and finalized, the MAP Model should be reproduced and distributed to all operational employees and be made available to all eligible or potentially eligible inmates. This will insure the widest possible distribution of the policy under which MAP will operate.

SECTION III

THE MAP PROCESS

The MAP process can be separated into six distinct areas of activities. These areas are:

1. Orientation
2. Pre-negotiation
3. Negotiation
4. Monitoring
5. Renegotiation
6. Completion

Once again, procedures may vary from jurisdiction to jurisdiction; however, every MAP project should follow a similar outline of activity.

Orientation

Once an inmate becomes eligible under the terms of the existing MAP Model, he/she should be scheduled to meet with the MAP Coordinator for a formal orientation to the MAP process. This orientation can take place in a group setting or on a one-to-one basis depending on the local eligibility intake procedures. The objectives of this orientation session should be to provide the inmate with information about the MAP process, define the roles of the inmate, the Parole Authority, the Corrections Department, and the MAP Coordinator, and to indicate to the inmate options available under the MAP Model. For many inmates, this orientation is critical. Just as the staff of Corrections and the Parole Authority members will have their roles altered, the inmate also must now realize that his/her role is to be altered by MAP.

The inmate should be given a copy of the actual MAP Model that is the existing policy under which the MAP process will take place. The orientation should provide as much information as possible and make very clear that the process is optional for the inmate. Although there are clear benefits to the MAP process for the inmate, the pressures and disadvantages of shared responsibility should be made clear. At this point the inmate should also be provided with any available statistical follow-up on success rates of MAP Agreements. This type of information will aid the inmate in making his/her choice.

The new roles of the correctional personnel, Parole Authority members, and a MAP Coordinator must be thoroughly explained to the inmate. The inmates will be skeptical at

first and a general tendency for inmates is to place great pressure on the other principals to revert to their old roles. Inmates will ask counselors to write their plans, expect Parole Authorities to dictate terms and will assume that the MAP Coordinator is part of corrections and react to the position accordingly.

The MAP Coordinator must establish his/her role with the inmate from the outset. The inmate must realize that the MAP Coordinator will serve as an advisor to the inmate regarding the actual negotiation, the format for the terms of the MAP proposal, and the selection of a parole date. The MAP Coordinator must maintain a non-directive role in order that the inmate may make informed choices. In the correctional setting, it will be very frustrating for many inmates to deal with the role of a non-directive person when such a key issue of parole release is concerned. The inmate must accept the MAP Coordinator as an advisor or strategist and eventually an advocate. Many inmates are surprised to see such a non-directive role turn to enthusiastic support during the actual MAP negotiations.

During the orientation, the inmate is given a worksheet for the MAP proposal (Appendix B). With the process explained, the inmate is now given the option to make a proposal or follow a normal route to a regular parole hearing. The inmate is encouraged by the MAP Coordinator to make the proposal in his/her own words. Once again, the inmate must understand that only if asked will the correctional counselor actually develop MAP proposal terms. Also at this time the inmate should be informed of any parts of the agreement that are not negotiable, such as minimum sentence dates or security classifications set by law. The correctional counselor during any contacts with the inmate should encourage discussion on the MAP proposal, but from the point of orientation to actual negotiation the correctional counselor and all other correctional personnel should serve as resources for the inmate. The more work completed by the inmate on the proposal, the more individual it will be.

Finally, during orientation the inmate must clearly understand the timetable involved if he/she decides to propose an agreement. The inmate must be informed when the MAP Coordinator will meet with inmate and counselor to actually finalize the MAP proposal and when it will be negotiated. The MAP Coordinator should be available as requested during these periods to deal with any concerns and insure inmates the opportunity to make their own proposals.

Pre-Negotiation

Following orientation, the phase of pre-negotiation

begins. This is the most critical phase of the MAP process because the inmate, corrections, and the Parole Authority all have an opportunity for input. Additionally, during pre-negotiation the inmate with the aid of any counselors or program representatives puts together the substance of the MAP proposal that will be sent to negotiation. The MAP Coordinator's role in pre-negotiation is left up to the request of the inmate or staff. Only at the designated time of the MAP proposal finalization does the MAP Coordinator have to be involved.

Prior to the finalization meeting between inmate, counselor, and MAP Coordinator the inmate is encouraged to develop his/her proposal on the MAP Worksheet. Any training programs, education, work assignments, or institutional moves must be verified by the inmate. It is during this time that most inmates will necessarily need the aid of their counselors in order to develop the proper sequence of events and movements in the proposal. Ideally, when the inmate seeks this counseling it will produce a more valid proposal than the use of traditional prescription programming. Counselors at this stage of pre-negotiation may feel reluctant to allow the inmate any degree of self-determination. It is important, however, to remember that the MAP theory relies on inmates having the opportunity to select a plan and attempt to negotiate it with the Parole Authority hopefully resulting in a MAP contract.

On the other hand, counselors must not remain passive observers during the pre-negotiation process either. Counselors should find that they have a unique opportunity in the correctional setting to be true counselors and not merely processors. The experience of setting realistic goals for inmates will be one of trial and error and an excellent opening for any good counselor to begin a maturation process in an inmate. Most of the day to day operational pressures of corrections prevent this type of interaction between counselor and inmate. With MAP, during pre-negotiation the emphasis is changed from "What are you going to do to help me" to "What are you going to do to help yourself." Counselors should welcome this opportunity and allow inmates as much choice as possible.

After the inmate has developed the initial MAP proposal, the finalization meeting takes place between the MAP Coordinator, the inmate, and the correctional counselor. During this meeting the MAP Coordinator must determine if the proposal is the inmate's plan, does the correctional counselor fully agree with the proposal, is the proposal written in objective terms, and does the proposal correspond to the proposed release date.

If the inmate disclaims support for the proposal,

the MAP Coordinator must clarify the points not supported by the inmate. If they are points that were previously part of those enumerated as non-negotiable then nothing can be altered. If they are points that were forced on the inmate by correctional staff, then the MAP Coordinator must make that they are restored to the proposal in order that the inmate has an opportunity to negotiate them.

Any disagreements between the inmate and the correctional counselors must be attempted to be reconciled at this finalization meeting. If they cannot be reconciled, then the inmate's MAP proposal must be finalized in his/her terms as long as they do not violate laws or standard policy. The dissent of the counselors to the MAP proposal at this point is extremely important and must also be encouraged by the MAP Coordinator. Following the actual finalization, a written MAP Pre-Negotiation Summary is completed on each inmate (Appendix B). This summary should contain a section for written counselor dissent. The counselor should be required to state the objection to specific parts of the inmate's MAP proposal and propose an alternative objective and provide reasons as to why the alternative would better serve the inmate's needs.

After the MAP proposal is finalized and the Pre-Negotiation Summary is prepared, this material is forwarded to the Parole Authority in advance of the MAP negotiation date. In some jurisdictions a classification committee of the Corrections Department must also review the material in order to approve the MAP proposal for the Department or suggest changes. Regardless of the procedure, one person representing the Department of Correction must be at the formal negotiations and have the authority to commit the Department to the MAP Agreement.

Ideally, the MAP Coordinator should then meet with the Parole Authority members who will be the negotiation panel and discuss the inmate's MAP proposal. This allows for the MAP Coordinator to justify or clarify any points of the proposal, and allows the inmate the advantage of Parole Authority reaction prior to negotiation. It allows time for the inmates to develop the further rationale or support for their proposal if they know in advance that the Parole Authority will question the absence of a drug treatment program or a skill training program. The MAP Coordinator at this meeting has no authority to agree to any changes that the Parole Authority might suggest. The Coordinator must support the proposal and relate any feedback to the inmate regarding the MAP proposal. Thus, pre-negotiation ends with the inmate's proposal intact and the inmate having any negative feedback from both corrections and the Parole Authority.

Negotiation

The stage is now set for face-to-face negotiations on the inmate's MAP proposal. The Parole Authority members, the inmate, the MAP Coordinator, and a representative of the Department of Corrections meet to negotiate the proposal. Once again the inmate should be encouraged to present his/her MAP proposal to the Parole Authority panel. If necessary, the MAP Coordinator may speak for the inmate. For MAP to work all parties must bargain in good faith. Since the inmate has no real power base, the MAP Coordinator must insure that the Parole Authority will compromise or make counter-proposals. When the Parole Authority reaches what they feel is a non-negotiable item it is up to the MAP Coordinator to elicit specific rationale from the Parole Authority panel as to why they consider a point to be a requirement of a MAP contract. Only through this process, elevating the decision to an open forum and requiring a rationale of each party's position, can an inmate expect open negotiation.

Point by point of the MAP proposal is subject to negotiation. Changes to the proposal are made during the negotiation and recorded on the actual contract form (Appendix B). If all parties are in agreement, then the contract is signed by all participants and the inmate leaves the negotiation knowing exactly what must be accomplished and when parole release will occur.

Depending on the inmate's MAP proposal and the inmate's background, negotiations will vary from very complex sessions to a ratification of the inmate's original MAP proposal. The character of these negotiations is much more future oriented than normal parole hearings. Goals are examined in relation to past deficiencies rather than a lengthy rehashing of criminal record and institutional performance.

During the actual negotiation, a great deal of pressure is on the Parole Authority panel. They must relate objective performance and length of contract to a determination of parole readiness. Since they are not only required to react to inmate MAP proposals but to negotiate to a satisfactory agreement, they must encourage inmates to set fair goals. If the Parole Authority requires a certain minimum amount of incarceration for a particular inmate, then that inmate should understand this fact and be allowed to set goals of a MAP proposal accordingly. Inmates too often have honestly pursued rehabilitation goals when Parole Authorities would not grant parole until enough time was served. If this is a reality in a specific case, then MAP would also allow a pragmatic approach to this type of

negotiation. With inmates that will not be paroled at a first hearing due to the nature of their crime or criminal background, then an open approach to setting a minimum amount of incarceration time with MAP Agreement is sound provided that all other program aspects of the MAP process are still observed. The inmate will simply know that a MAP release date is not negotiable below a certain length of sentence.

During a negotiation, if more work is needed on the MAP proposal, then the parties can reschedule the negotiation on the next regular negotiation date. Many times the Parole Authority may require more background information, a psychological or a more detailed MAP proposal. All of these would necessitate further pre-negotiation time. The process would follow the pre-negotiation procedures already outlined and the revised MAP proposal would be negotiated at the next negotiation session.

From time to time an inmate or Parole Authority will not agree on a proposal. Regardless of which party will not compromise further, the negotiation will end with no MAP Agreement. When this occurs the inmate should be allowed to continue institutional progress toward the normal parole hearing. Any penalties or sanctions for not reaching a MAP Agreement will seriously retard the open nature of the negotiations. Therefore, inmates should not be penalized in any fashion after an unsuccessful negotiation session.

Monitoring

Once a MAP Agreement is signed it then becomes the responsibility of the MAP Coordinator to monitor the progress to the objectives of the contract. Monitoring the agreement is important to detect violations, to point up areas of potential problem, and finally to certify completion of the MAP Agreement. During any pilot project of MAP, monitoring will be simple due to the small number of contracts involved. However, once there are a large number of MAP Agreements in force, then the MAP Coordinator will need a system of follow-up. In the absence of a computerized monitoring system, the MAP Coordinator should require a system of exception reporting by the various staff persons who are responsible for the delivery of the contracted services. Each staff person who has a role in the completion of the inmate's MAP Agreement should receive a statement from the MAP Coordinator outlining the objective and the time frame in which the inmate must complete that objective. Preferably, the entire contract should be distributed to all concerned.

However, if the contract calls for the inmate to attend three educational classes per week for fourteen weeks and to take the high school equivalency test during the thirteenth week, then the education instructor must be responsible for reporting absences and also scheduling the test. Any variation not specifically allowed in the MAP Agreement must be reported to the MAP Coordinator.

For MAP to be effective the monitoring function must be strictly observed. Contract terms should be written with sufficient objectivity to allow for no interpretation of the clause. If there is any doubt regarding a potential default or violation of the MAP Agreement, then it must be reported to the MAP Coordinator. Staff and program personnel must not have the latitude to interpret MAP clauses. If interpretation is needed, then the MAP Coordinator should refer the problem back to renegotiation or to an arbitration panel if one is provided by the MAP Model.

Renegotiation

Renegotiation in the MAP process is the element that allows flexibility in inmate goal setting. It can only be initiated by the inmate either by request or by violation of the MAP Agreement. In either case, renegotiation is the inmate's responsibility. It is the part of the MAP process that allows inmate and Parole Authority to establish difficult criteria in the MAP Agreement. It is also the process that is a fail-safe for an inmate who aspires to a goal beyond his/her reach. Renegotiation allows the Parole Authority to weigh the reasons for lack of performance against the established goals.

Inmates may negotiate achievement goals that later prove beyond their capabilities of achievement. Goals in the areas of educational advancement or skill training achievement may be established at levels that are impossible for an individual inmate. In such cases, trainers and educators should advise the inmate to request renegotiation of the goal. These requests should be supported by staff with the documented attempts of the inmate to accomplish the goal. On the other hand, lack of inmate performance may not be caused by inmate deficiencies but rather controllable circumstances. An inmate may fail to attend education classes by his/her own choice. Work release jobs may be lost due to poor work attendance. In such cases, the violation of the MAP Agreement would be the responsibility of the inmate.

When a violation of a MAP Agreement is reported on a MAP Violation Form (Appendix B), the information that is

reported to the MAP Coordinator must include:

1. Clause(s) of Agreement in Violation
2. Facts Surrounding the Violation
3. Inmate's efforts to Avoid Violation
4. Staff's efforts to Avoid Violation
5. Inmate's Proposal for Renegotiation
6. Staff's Recommendation

In order to conform with due process, this report is distributed to the inmate so that he/she will have a copy of the information which is the basis of the violation. Violations caused by inmates setting goals that were too high will clearly be revealed to the Parole Authority in such a format. In such cases, the facts of the violation, the inmate's and staff's efforts to achieve the goal will be consistent. On the other hand, violations caused by lack of performance by the inmate will also be revealed by the reported efforts of staff and inmate being opposite. Finally, the Parole Authority will also know when the violation is caused by a poor effort by the staff personnel. If the inmate's efforts are standard and staff cannot account for any positive steps, contract violations may be held accountable to staff. In such cases, Parole Authorities have been known to continue MAP contracts or even grant parole on the specific contract date in spite of the services not delivered by correctional staff.

Regardless of the cause of MAP violation, each violated MAP Agreement must be renegotiated even if the result is to close the Agreement as violated. This will allow for a face-to-face confrontation between the original parties to the Agreement and insure due process requirements in the recision of the future parole date. In many cases of violation for serious behavior problems, Parole Authorities will close the MAP Agreement as violated and the inmate must return to the normal parole hearing process. In other cases, where resources or program achievement have not been accomplished then alternative MAP plans are renegotiated into a new MAP Agreement. Many times the new Agreement will have the same parole date. In some cases the date may change to reflect a penalty or a need for more time to complete the new objectives.

Renegotiation must take place in the same face-to-face setting as did the original negotiations. The MAP Coordinator is once again an inmate spokesperson if necessary. After a MAP Agreement has been renegotiated, the same monitoring procedures would apply for the MAP Coordinator as previously described.

Completion

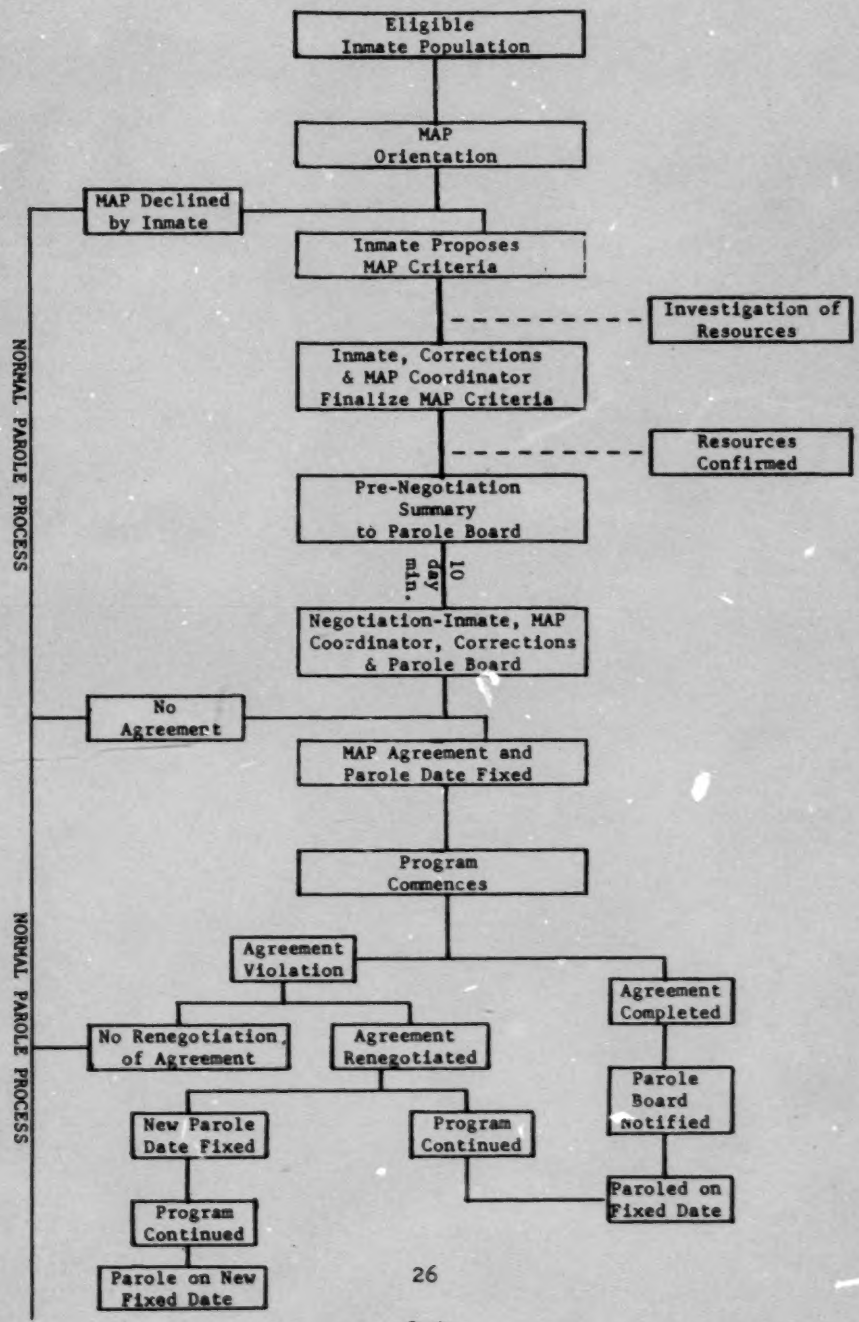
Depending on the normal process required to issue parole release orders and the institutional procedures to close out inmate accounts and records, certification of MAP Agreement completion should allow sufficient time for all paper work prior to the specific parole date. A Certification Form (Appendix B) should be completed by the counselor stating the specific MAP contract achievements and when they occurred. This form should be forwarded to the MAP Coordinator for final approval. In many cases this lead time may cause a Certification Form to contain information that is not fully complete. An objective of a MAP Agreement may state that the inmate will remain on a work release job through the end of the Agreement. In this case, it would be the responsibility for the counselor to report any MAP Agreement violations to the MAP Coordinator that occur between filing the Certification Form and actual parole release.

In any case, it is critical to the MAP Model that inmates not experience any time delays from their agreed release date. This date is not only an important motivational factor, it is sometimes a key to transition from prison training to community employment. Many post-release plans may be disrupted by such delays. It is also critical that inmates trust the MAP process and know that just as they must abide by the MAP Agreement, so must corrections and the Parole Authority.

All staff and inmates should be aware of these MAP procedures and understand the responsibilities of MAP. As shown on the flow chart at the end of this section, there are key points in the process at orientation, pre-negotiation, negotiation, and renegotiation when an inmate may elect to return to the normal parole process. These points accentuate inmate choice and responsibility. Also, the information report forms (Appendix B) required of the staff of corrections will highlight staff accountability. Pre-Negotiation Summaries, MAP Violation Reports, and MAP Certification Forms all require written explanation of correctional actions. Finally, the Parole Authority during the negotiation observes a process that produces specific written objectives that guarantee an inmate's parole release on a specific date. If negotiations do not produce this result, then the inmate has the opportunity to be presented with the options and to make a choice.

The MAP process meets all of the major concerns expressed in the new emphasis on process change in corrections. While meeting these requirements, MAP also provides a system that will allow correctional objectives to survive.

Addressing society's need for punishment with an effort at rehabilitation, corrections can set limited goals within time frames established by MAP negotiations and measure the accomplishments of these goals. It is the MAP process that allows correctional administrators to manage the change forces toward the accomplishment of the system's complicated goals.


Eligible Inmate Population
MAP Orientation
MAP Declined by Inmate
Inmate Proposes MAP Criteria
Investigation of Resources
Inmate, Corrections & MAP Coordinator Finalize MAP Criteria
Resources Confirmed
Pre-Negotiation Summary to Parole Board
10 day min.
Negotiation-Inmate, MAP Coordinator, Corrections & Parole Board
No Agreement
MAP Agreement and Parole Date Fixed
Program Commences
Agreement Violation
Agreement Completed
No Renegotiation of Agreement
Agreement Renegotiated
Parole Board Notified
New Parole Date Fixed
Program Continued
Paroled on Fixed Date
Program Continued
Parole on New Fixed Date
NORMAL PAROLE PROCESS
NORMAL PAROLE PROCESS

SECTION IV

ROLE CHANGES IN THE MAP PROCESS

The roles of the principle figures in the MAP process will undergo substantial change in order to meet the requirements of the MAP Model. Additionally, a completely new role of MAP Coordinator is established that will be unconventional for the correctional setting. The role adjustments are important and correctional counselor, Parole Authority member, and inmate must be aware of the changes. Understanding the MAP Coordinator's function will also help to implement the MAP process with a minimum of conflict.

What is a MAP Coordinator

Curiosity, frustration, distaste, and gratitude are among the responses by the system to the role of the MAP Coordinator. How one person can perform as an advocate, referee, advisor, and conciliator in the same position is a question difficult to resolve. But the role of the MAP Coordinator is shaped largely by the system in which he/she must operate. The ultimate goal of the MAP Coordinator is to produce negotiation on an inmate's MAP proposal. Operating in a system that has a great power imbalance among inmates, corrections, and Parole Authorities, the MAP Coordinator's role must be a fluid one.

In defining the MAP Coordinator's role, it first may be helpful to eliminate those functions or roles that are not the MAP Coordinator's. The MAP Coordinator must not be a traditional corrections person with MAP duties as a collateral assignment. The role of MAP Coordinator will prove to be too complex for any individual to change from MAP duties to correctional duties without losing credibility with inmates and Parole Authorities. The MAP Coordinator should be administratively responsible to a level that will be able to avoid inter-agency conflict of interest. As previously mentioned, if the local situation is one of separate corrections, Parole Authority, and parole services reporting to an overall administrator, then the MAP Coordinator should be responsible to that overall administrator. Since inter-agency cooperation is essential, the MAP Coordinator must be perceived as not representing any single agency.

Neither is the MAP Coordinator a correctional ombudsman. Although the MAP Coordinator is independent of any one agency, he/she is not independent of all agencies involved but rather very dependent upon their cooperation. In this light, the MAP Coordinator, unlike the ombudsman,

must be keenly aware of agency interests and needs while relating inmate needs to these agencies. Some results of the ombudsman role are also obtained by the MAP Coordinator when during the MAP process information is required from all points of view (inmate, Parole Authority, corrections). However, the MAP Coordinator has no investigative powers of an ombudsman and no power to arbitrate disputes.

Due to the fact that the MAP Coordinator has no power of arbitration, he/she is not an arbitrator. The role of an arbitrator would produce, in most states, an impossible situation for a MAP Coordinator. Most parole laws throughout the country require that the Parole Authority determine parole release criteria. If the MAP Coordinator was an arbitrator, then the MAP process would violate these laws by having actual parole determination authority vested in the MAP Coordinator. Additionally, the MAP Model calls for agreement through negotiation rather than a decision rendered by an outside party. Where the arbitrator's role would lead to a binding imposed agreement, the MAP Coordinator's role facilitates negotiation by the principle parties, inmate, corrections, and the Parole Authority.

With the MAP Coordinator not responsible to any single agency and not having a role as an ombudsman or arbitrator, but rather a facilitator of negotiations, then why not characterize the MAP Coordinator as a mediator. The mediator seeks a voluntary agreement on an issue between all parties. The mediator may render advice, offer recommendations, or propose compromises to the negotiations. But unlike the arbitrator, the mediator cannot render any binding decision and cannot force an agreement. The role is almost made for the MAP Coordinator.

But the MAP Coordinator is not a mediator either. In a labor/management dispute where both sides deal from positions of considerable power, a neutral mediator's role may prove quite helpful in reaching an agreement. The same role placed in a MAP negotiation will not have the same effect due to the traditional power imbalances that have existed among inmates and corrections and Parole Authorities. Neutrality by the MAP Coordinator would produce MAP Agreements reflecting the traditional bargaining strength of each party rather than the new shared responsibility of the MAP process. Inmates will undoubtedly find no real negotiations when aided by a neutral MAP Coordinator.

The MAP Coordinator must then also be a strong advocate for the inmate during negotiations. Lawyers are the traditional advocates of our society. With the inmate needing to gain a share of the power in order to bring

about open negotiations, why not characterize the MAP Coordinator's role as a lawyer, indeed, why not require all MAP Coordinators to be members of the bar. Once again the system has shaped the MAP Coordinator's role. A role of strict and legal advocacy would elicit a similar response from corrections and Parole Authorities. Statutory authority would then revert back to absolute power and the negotiations would become impossible. Although advocacy is a critical element in the MAP Coordinator's role, at times it must be tempered with compromise, insight, and reality. When a MAP Agreement is finally signed it should reflect the new share of responsibility and power of the inmate in relation to the existing needs of society reflected by corrections and Parole Authorities.

The MAP Coordinator is the person who will make the process successful. This person must be informed enough to be believable, independent enough to be trusted, and flexible enough to be productive. Parole Authorities will always be reluctant to share power, inmates will always feel that they do not have enough, and corrections will feel both ways. Ironically, the MAP Coordinator after facilitating a power balance that creates true conflict has the responsibility to resolve this conflict and produce a MAP Agreement.

Correctional Counselor Role

Correctional counselors, instructors, trainers, and other helpers in the correctional setting will have their basic role changed by the MAP process. Counselors in the correctional setting have always labored under a dual role. On one hand, most counselors are introduced to various helping theory approaches to behavior change that rely heavily upon client involvement and in many cases client choice. But on the other hand, correctional counselors are asked to conduct their counseling within a setting of coerced adherence to rules designed to minimize opportunities for deviation from an institutional routine. Behavior change is hardly compatible with this atmosphere.

Orthodox correctional counselors in this setting may be disturbed with the MAP concept of providing the inmate with an opportunity to have input in setting goals. The possibility of an inmate rejecting help from a counselor, no matter how much needed, is a prospect that may cause considerable conflict between the counselor and inmate. In turn, since the MAP Coordinator must assure inmate choice in a MAP proposal, conflict will inevitably result between counselor and MAP Coordinator. But the MAP

process, if examined, should result in a more reasonable role for the counselor. MAP allows the counselor to share the burden of behavior change with the inmate. This change in itself is worth the entire MAP process. No longer will a counselor be compelled to develop an array of deficiencies or "illnesses" for each inmate to be "treated" and "cured" by arsenal of inadequate resources. MAP should allow the counselor to put down this impossible role of the rehabilitation model and assume a pragmatic approach to counseling.

Many counselors will feel, however, that MAP is a threat to their competence. Counselors may feel that less weight is being given to their opinions and less input is being required. Many counselors' reactions to MAP have been to simply say "let the inmate do it" and have offered no help at all in setting goals. On the contrary, counselor influence on inmates is much more needed with MAP since an inmate who has had difficulty setting goals in the past is now asked to propose goals that may lead to parole. Counselor evaluation and insight will be better utilized on the inmate's behalf during the pre-negotiation process of MAP than as a subjective evaluation of past institutional progress.

Counselors must see their new role under MAP as productive and beneficial. They must realize that the counseling efforts in the coercive correctional setting tend to be one-sided, sterile, and often counterproductive eliciting responses from the inmates that are perceived as necessary for favorable parole recommendations. Experiments in self-determination counseling models in welfare systems show that the clients who do seek counseling help enter more meaningful relationships with their counselors. Correctional counselors under MAP must encourage the inmate to determine his/her needs in terms of concrete programs to be presented during MAP negotiations.

If the counselor and an inmate disagree on the MAP proposal, caution should be exercised not to coerce the inmate into adopting the counselor's proposal. It is, however, the counselor's responsibility to explain the benefits of the proposals in dispute and aid the inmate in understanding how these proposals would aid in post-release success. If the inmate fails to see the value of the proposals or disagrees with the value of the proposals, then the matter should be discussed openly with the MAP Coordinator at the finalization meeting. A compromise on the MAP proposal should be sought; however, if the inmate insists on the proposal, then the counselor must allow the finalization to occur with a favorable presentation

by the MAP Coordinator. If the counselor feels strongly enough opposed to the MAP proposal, his/her role under MAP requires written dissent. The counselor's objections should outline how the inmate's MAP proposal is not adequate and what is needed to make it adequate.

After the MAP negotiation if an Agreement is signed, the counselor's role is one of delivery of services to allow the inmate to complete the Agreement and monitoring the completion of the Agreement objectives. Additional services not covered by the MAP Agreement may be provided if the inmate and the counselor agree. Although the basic MAP Agreement programs must be accomplished, this does not preclude other helping activities on the counselor's part.

In the correctional setting when inmate achievement goals are limited and objective, then accountability is a natural by-product. For many years inmates have been held accountable, often for matters they had little control over. On the other hand, most correctional counselors have not been held accountable for further criminal behavior or future behavior change of inmates (and rightfully so). But now under the MAP process, limits will be set on the time frame of services delivered, definite objectives will be set for those services and all of this will provide a measure for accountability of counselor services.

Some correctional counselors may welcome the fact of accountability, others may not. The fact is that few counselors are accustomed to having their services to inmates evaluated in objective terms. In a system of traditional non-accountability, this factor alone is bound to create conflict. Counselors input and feedback regarding goals in MAP Agreements will be critical to avoid problems.

Role change is always difficult. As mentioned before, counselors must perceive the MAP process as beneficial to their overall performance before they will make appropriate role adjustments. Since many counselors have been attracted or retained by their actual job function rather than the job description of correctional counselor, role change for many may be impossible. In these instances, counselors may find the MAP process to be extremely threatening to their traditional role.

Parole Authority Role

If any single segment in the correctional process has been required to perform an impossible task under impossible conditions, it has been the Parole Authority.

In most states Parole Authorities are required to determine, without the benefit of any statutory criteria, the absolute length of incarceration, degree of behavior change, acquisition of skills or education, possibility of future criminal behavior, and in some cases the possibility of future violent behavior. All of these determinations are to be made for the most part on the basis of written reports (sometimes inaccurate and lacking substance) and a brief formal interview (the parole hearing). A task that would strain the talents of a Jeane Dixon is routinely practiced in forty-nine states[1] and all federal institutions.

Under the MAP process, the Parole Authority has the opportunity to make their role a more rational one. Barring the future possibility of enlightened sentence reform, there will continue to exist a need in our correctional setting for a person or a group of people to outline the requirements for release from an exceedingly long and unreasonable sentence. Under MAP the Parole Authority must analyze inmate deficiencies and relate these deficiencies to objective goals of inmate achievement in the areas of education, skill training, work assignment, treatment, and behavior. Limiting the time frame for achievement of these goals establishes the definite parole date for the inmate. Following the MAP negotiation the inmate and corrections share the mutual responsibility for MAP Agreement completion.

But what about prediction of future violent and criminal behavior. It is not that most Parole Authorities want to retain this task in their job descriptions, it is society that believes the prediction can be accurately made. The general public believes that with the insights from psychiatry and psychology, professionals are able to predict future "dangerousness" of an individual. However, in a report issued in July, 1974 by the American Psychiatric Association on the violent individual, the summary section stated emphatically:

> "The clinician should not regard the prevention of future violence as within his proven capability . . . Psychiatric expertise in the prediction of "dangerousness" is not established and clinicians should avoid "conclusory" judgments in this regard."[2]

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[1] The State of Maine has recently adopted a Bill to abolish their Parole Board and require the sentencing judge to hear any appeals on sentence reduction.

[2] Clinical Aspects of the Violent Individual, Task Force Report 8 (Washington, D. C.: American Psychiatric Association, 1974).

It would seem that the same admonishment would apply to Parole Authority members that for the most part do not even possess a psychiatric background.

The Parole Authority's role under MAP is not compartmentalized. To the contrary, the Parole Authority members will be required to spend more time reviewing cases and negotiating with inmates and corrections. Psychological material as well as other case reports must now be used not only in evaluation of inmates but in goal and limit setting during negotiation. The Parole Authority role will become more involved and more time consuming. The results should allow the Parole Authority to find their new task more rational and attainable.

Inmate Role

If all other role adjustments are made and the MAP process is implemented, then the inmate's role will also require change. In today's sociological theory, inmates are encouraged to view their plight as something that has been done to them. The MAP process will require inmates to make decisions that affect their lives. The MAP Coordinator will set a climate that allows inmates to exercise informed choice and produce realistic objectives that can withstand the MAP negotiation process.

For an inmate who has been accustomed to the manipulation of the system, the tendency will be to avoid responsibility and try to figure out the MAP system also. Only through an actual experience will most inmates realize that MAP is a shared responsibility. Although the inmate's role must be defined during the MAP orientation, the key to MAP will be consistency of roles by the other parties in the MAP process. If inmates encourage counselors to write their MAP proposals and Parole Authorities to dictate terms, then an elaborate network will be established simply to develop prescription packages.

Conclusion

A new MAP Coordinator's role and three new functions for traditional roles are required by the MAP process. Role change is often difficult and a thorough understanding of new roles and functions will aid immensely in the transition. The use of the MAP process in corrections without the accompanying role adjustments will not allow the proper dynamics of the MAP Model to produce the desired results.

SECTION V

THE RESOURCES IN THE MAP CONTRACT

The central concern of this manual deals with the process of MAP. Since MAP meets all the current concerns regarding the process surrounding parole determination this fact alone may make MAP worth implementing in a system. However, the major benefits from MAP may ultimately lie in the programmed and coordinated delivery of services within the correctional setting. Traditional institutional programs such as training, education, work release, counseling, and work details are all subject to inclusion in a MAP contract. Additionally, because of the coordinated advantages of the MAP process, under used and unused resources become vital parts in the service picture for MAP inmates. Community programs, other state and federal agencies, and parole services all can take a more definite role in inmate parole preparation and post-release activities.

Institutional Programs

The efficient utilization of limited resources within the correctional institutions of a system has always been a major concern of administrators. Questions as to which inmates should be trained and educated and in what time frame it was to be accomplished, have largely been left up to chance or the manipulative forces of the system. The MAP process, if implemented at an early point in an inmate's sentence, should provide the system with better use of these services. It should then be impossible for an inmate to move from training program to training program without any central purpose.

MAP contracts require the system to make a statement of future inmate movement and programming. One can imagine what current inmate movements would read like if they had to be written into a plan of action. Certainly, in most cases, thinking people could not find much rationale in corrections if these plans had to gain prior approval. Consequently, when MAP proposals are being put together by inmate and staff, simply the fact that they are written plans causes them to reflect a certain minimum rationale. Corrections is forced to utilize programs of education, counseling, training, work assignments, work release, and institutional movements in an orderly and sequential manner.

Additionally, current institutional programs will be subject to the laws of supply and demand under MAP. With inmates and the Parole Authority having a new share

in correctional programming, no longer will programs be assured of a constant captive enrollment. Programs in great demand by both Parole Authority and inmates will be readily identifiable by the number of requests at MAP negotiations. Conversely, programs that attract little interest from inmates and the Parole Authority may have outlived their utility or may be in need of study and revision. This by-product of the MAP process may be threatening to corrections program people; however, if handled in a proper fashion, it will prove to be an overall benefit to the system. The system can become truly responsive to the needs of parole readiness.

Finally, those institutional programs that have a need for continuity without lengthy time delays from prison to the community have their utility increased by MAP. In particular are the training programs that must be followed immediately by an actual work experience. When MAP was first created, it was an initial response to this exact problem. It soon became evident that if only training programs offered the MAP process, than inmates, whether they needed training or not, would want training merely for the assurance of definite date parole release. Therefore, MAP became recognized as an overall parole readiness contract rather than the exclusive element of institutional training.

Community Programs

Private community services and volunteer groups can become more beneficial to the correctional system with the added coordination of the MAP process. Many times such services as addict counseling programs, job search efforts, educational facilities are anxious to aid inmates with pre-release and post-release services. Such agencies, however, suffer from funding restrictions, lack of coordination with other groups, and lack of specific direction that hamper their efforts in corrections. By utilizing the MAP process many private agencies and services can be attracted to aid inmates.

Many administrators have benignly neglected such community groups due to the fact that they could not define their role within a correctional setting. By using MAP each service would be forced to define services and account for the delivery of that service. On the other hand, most of these community services, because of their small scale, usually welcome some direction on how their services can be best applied. Additionally, a common problem is that many inmates will request help from all available sources, and usually this results in duplication of effort from these

private groups. MAP can eliminate most of these problems by stating the services to be delivered and which agency will deliver them.

Many community groups work under grants that also require a certain number of clients to be serviced in order to continue funding. Therefore, many groups are reluctant to deal with an inmate only with a possibility of parole. With a MAP Agreement, each service agency would know that their institutionalized client would be a client in their community at a specific future date.

Inmates will benefit if they can continue to receive services in their own community after parole release. If these services can be encouraged to come into the institution, then the effects of continuity through MAP will be positive for all parties.

Other State and Federal Agencies

Much of the impossible mission of corrections has been shaped by other service agencies of government that have been unable to deal with specific problems. These agencies are often reluctant to deliver services to an inmate population, but rather insist that inmates and parolees follow normal service application routes. Once again, for reasons previously stated, state and federal agencies can be encouraged to engage in specific correctional programming. Tangible services such as housing, education, training, medical services all can be oriented to inmates that are about to be released and followed up on parole. In turn, positive acceptance by the Parole Authority of a MAP proposal may hinge on these services and their carry-over effect in the community.

Any arrangement to utilize other state or federal government services should emphasize to the agency the accountability factor of the MAP process. Promises of aid or programs to inmates that are not delivered will cause the Parole Authority not to consider that agency as a viable resource in future MAP negotiations. Each agency must be completely aware of their responsibility to deliver contracted services.

Parole Agency

In many cases, an ideal service program will require a length of incarceration that would prove to be unreasonably long. Additionally, some services in an ideal MAP plan may only be available in the community. When this is the

case, a MAP Agreement may have objectives that must be accomplished under parole supervision. This will require input from the Parole Department during the MAP negotiation process. Failure to achieve certain parole objectives could be grounds for violation of parole. On the other hand, successful completion of MAP objectives on parole might lead to release from active supervision. With caseloads extraordinarily high across the country, such a system could be used to limit length of supervision time required.

In any case, parole officers can benefit from the MAP process in that they too can anticipate the upcoming release of an inmate. In many cases, parole officers are required to develop jobs prior to release of an inmate who will be on their caseload. Often they must develop the job prior to a parole hearing with no assurance of release for the inmate. The situation is almost impossible and yet employers are asked to promise employment to an inmate who may not be paroled. With MAP, definite release dates are known well in advance and if the system allows for job interview leaves from prison, then parole officers may find their job easier.

On an administrative level MAP will allow managers of Parole Departments to anticipate future workloads with greater certainty. In agencies where case workers are often over taxed, an efficient plan of work assignment depends on accurate workload predictions. MAP can tell an administrator when a case will become an active parolee and in turn when the case will no longer be under active supervision.

Finally, the Parole Department becomes the final evaluation point for MAP. Feedback from parole officers on inmate post-release performance will inform the MAP Coordinator if the MAP process is working. Basically, parole officers should report follow-up on arrests, convictions, and employment record. Also, any school or training programs should be related in the Follow-up Report (Appendix B). Not only is recidivism important, but how well the inmate's institutional objectives related to post-release performance. Skill training and a job in that skill may only last until release. If the inmate leaves the job, then the reasons should be explored. Ideally, because inmates are participating in the development of their MAP Agreements, then post-release behavior should reflect some effort to continue in this direction. Only parole officer follow-up will provide insight into the effectiveness of MAP after prison release.

Summary

Services and resources available to inmates will largely shape the nature of the MAP Agreement. The MAP process with its emphasis on coordination and goal setting should encourage many resources outside of corrections to participate in inmate plans. This should prove beneficial to both the inmate and the system as corrections will never be able to duplicate (behind prison walls) the volume and diversity of community resources.

SECTION VI

THE MAP PILOT PROJECT

The selection of a pilot project site is critical to the entire MAP project. The pilot project will provide the system with an on-the-job training component for all involved, including the inmates. It will also allow for the time to develop and adjust procedures for system-wide application of MAP. With the current emphasis on litigation in corrections, a pilot project will also allow a sheltered existence for MAP until all the program elements can be adjusted into system-wide policy application.

Very few parole laws are so detailed that the selection of a pilot site will be effected by them. Even states with minimum sentence lengths before parole release can occur usually do not prohibit the Parole Authority from meeting with the inmate and agreeing upon a future parole date as long as it coincides with the minimum time laws Two elements are key to the pilot, however, and they are availability of services for the inmates and clearly stated criteria for eligibility of inmates. The size of a pilot project should be in relation to the size of system. A correctional system with between five and ten percent of the total annual parole releases involved in its pilot phase would have a valid MAP experience.

The key elements of resource availability and explicit criteria of inmate eligibility must be part of any pilot project. Since the inmates will be asked to develop future performance goals in relation to past deficiencies, the resources must be available. In the MAP process the "Catch-22" looms for the inmate if the Parole Authority will not agree to contract because a critical service element such as drug counseling is not available. Additionally, all services that are available must also be subject to inclusion in the MAP proposal. If only certain training projects are open to MAP proposals, then inmates may be expected to express interest in these areas only to gain a definite parole release date through the MAP process.

In some states MAP pilot projects have been staged in training center institutions where there is a concentration of training and educational programs. Other states have elected to use a minimum security setting or even a half-way house project where availability of resources is only limited by what is in the community. Finally, several states have begun to experiment with a system of vouchers in which the services not already available in the institutional setting may be purchased by the inmate from the private

sector of the community. Although the voucher can be used in a large institutional setting, it usually involves a minimum security status for the inmate.

After the availability of resources has been determined, there must be an agreement on which category of inmates will be eligible to negotiate MAP Agreements. Criteria should be stated in group terms. The criteria should address items such as sentences, types of crimes, or amount of time to a parole hearing. They could relate to actual residence in a half-way house program. However, if criteria are stated individually, it will be difficult to apply them fairly and thus allow for manipulation into the MAP program. Also, a single training, education, or counseling program should never be selected as the MAP criterion. Experience with this method has revealed that inmates will enter programs solely for the assurance of a definite parole date. Once again, this will cause traditional prison manipulation to continue between staff and inmates.

Although caution should be exercised in establishing the criteria, eligibility should not be considered a screening device. The negotiation process and actual contract performance by the inmate is intended by MAP theory to be screening for parole readiness. A certain percent of MAP Agreement failures is to be expected. If MAP failures do not occur during the pilot phase, then possibly the eligibility criteria are too strict and are being used as a screening device. Eligibility to negotiate does not bind the Parole Authority or the inmate to make an Agreement. The proposals and counter-proposals must be acceptable to all concerned. Also, experience has demonstrated that MAP Agreement failures are frequent enough to indicate that contract completion requires an honest effort by both inmate and corrections after negotiation.

With services available and eligibility established, the pilot phase then becomes the proving ground for MAP in the system. Each phase of the MAP process brings a new learning experience for all parties involved. In many ways MAP is a change in tense. Instead of "I did" it becomes "I will." Procedures during the pilot will move ahead slightly in time sequence. Summaries of inmate past performance will not be as lengthy because they will be replaced by a statement of proposed future behavior. Staff and inmates will be forced to set specific future goals when in the past they have proceeded unprogrammed from day to day.

However, the amount and style of information should not vary from the current parole procedures. One must

remember that if the pilot project succeeds barring a massive inflow of new funds, MAP must work system-wide with available staff and resources.

Therefore, if a short pre-parole evaluation and summary is all that the Parole Authority currently receives, the MAP Summary should require a similar amount of effort. Statements describing inmate past performance and why this information makes that inmate ready for parole should change to statements of future goals and why these accomplishments will make the inmate parole ready. If the Parole Authority receives elaborate reports, psychologicals, and pre-sentences, then again these should continue to flow with emphasis on future goal setting.

During the pilot phase it will be important for the MAP Coordinator to maintain information flow at an unusually high level. The pilot phase will become an opportunity to make adjustments in policies, procedures, and forms. The opportunity for staff, inmates, and the Parole Authority to make suggestions will pay dividends when system-wide implementation is contemplated. Both formal and informal techniques should be used to gather the feedback.

The use of a pilot project will provide one other benefit to MAP implementation. Any time parole determination procedures are changed, all inmates should have the right to benefit from the changes. With the use of a pilot phase in MAP implementation, the change can be legally restricted to experimental groups with wide latitude in the program to allow time for refinement of the MAP process. Courts have recognized the status of such pilot projects as long as selection criteria conform to an approach previously stated.

The training elements and experimental nature of the pilot project will lead the system to a logical point at which a system-wide implementation of MAP can occur. With a high level of communication and a solid evaluation, correctional administrators will be able to make any necessary adjustments to the MAP Model to maximize the benefits for the overall system.

SECTION VII

MAP WITH VOUCHERS

The use of a voucher funding mechanism is a method to deliver services to inmates that are both individual and meet time frame requirements. Used in other social service programs such as welfare, housing, education, and skill training projects, the use of vouchers in the correctional field has been virtually untried. Initial use of vouchers with MAP was attempted in California but the results involved a group of less than 25 inmates and the program experienced funding problems. One effort with vouchers is currently underway in Maryland, and another is planned for Massachusetts in the near future.

The implications of vouchers are important to the MAP process. If a voucher account was available to all inmates who enter MAP negotiations, then the content of MAP proposals would only be limited by the availability of total community services. The use of the voucher funding mechanism for female inmates in Maryland is restricted to those inmates under MAP Agreement. This allows for funds to be expended only for the purpose of making an inmate parole ready. Rather than training or counseling programs that will have no effect on parole release decisions, voucher funds are expended in direct preparation for parole release.

Voucher funds in Maryland are controlled by a State Budget Policy developed exclusively for the Division of Correction. Under this policy a voucher can be issued without a competitive bid process. Establishment of this policy required careful and detailed work with the Budget Department of the State. Since most state funds expended follow a contractual competitive bid route, the Budget Department had to understand the MAP theory as well as the voucher theory.

Under the special policy (Appendix C) inmates under MAP Agreement at the Women's Institution expend vouchers on skill training including on-the-job training supplements, medical assistance including special counseling to make them job ready, education programs and maintenance stipends including books, tools, transportation, and day-care. Although the female inmates are limited to choice of accredited training and schools their choice is unrestricted providing that the women meet all prerequisites of the course.

The addition of the voucher component has altered the character of the MAP negotiations for women in Maryland.

Female inmates become eligible for MAP two years prior to their first regular parole hearing. Since Maryland has no minimum sentence for most crimes, the Maryland Parole Board may parole inmates at any time during their sentence. With this flexibility of parole date, many female inmates spend their entire incarceration programmed under a MAP Agreement. If waiting lists are a problem for a specific type of training, MAP vouchers may purchase a slot in a similar program in the community. If the service is available, MAP inmates can buy it. Each voucher has an approximate dollar limit of $1,300.

The voucher process has also caused the Parole Board to examine minimum incarceration time for an inmate. Depending on the crime and each inmate's background, many MAP proposals have been quite adequate in terms of goals to be accomplished. The time frame has also been realistic for accomplishment of the objectives. However, in relation to the crime and length of sentence, the Parole Board could not approve the MAP proposal. When no minimum sentence exists, Parole Authorities will be under pressure to deal with both punishment and MAP achievement goals. Parole Authorities must be honest with the inmates even if part of their requirement in a MAP Agreement is a minimum time of incarceration. They must not deceive the inmate or corrections. MAP programming can still be tailored to a time frame if all parties know the purpose of the time. Vouchers should not be expended merely to fill up time with unnecessary services that have nothing to do with the parole release decision.

SECTION VIII

SUMMARY

In today's correctional setting an administrator is faced with a difficult task to maintain movement toward established agency objectives. Yet, in an atmosphere of competing philosophies and concerns only the strongest sense of direction and leadership by administrators will allow for any movement at all. Utopian solutions and unrealistic approaches in all directions must be cast aside in correctional planning circles in favor of administrative strategies that will allow for management of the divergent change forces working in the criminal sanction system.

Therefore, a correctional administrator must understand that MAP is a process rather than another product in the rehabilitation milieu. MAP will allow for the competing ideas and interests in corrections to have a forum and a compatible resolution. Rather than denying the existence of conflict, the MAP process capitalizes on it. The increased oppenness of differences in opinions and the attempted resolution of these differences will enhance the system. Corrections has suffered too many years attempting to defend the contradictory position of rehabilitation and punishment behind walls.

MAP will not eliminate the dichotomy of objectives in corrections; it will only allow for an honest attempt at resolution. Miracle cures for the problems that exist for the corrections system in America are not to be found in the MAP process. In the final analysis, the MAP process used in any correctional setting will only be as good as the practitioners using the MAP Model. Careful attention to all the considerations of this manual will only enable enlightened persons to seek compromise solutions to difficult situations.

Because MAP ultimately results in a compromise solution, it will develop strong opposition from all extreme points of view. After all, a good compromise should really not fully satisfy anyone yet be workable and fair. In the course of using MAP as part of a management approach to change, administrators must be prepared, indeed expect, to receive harsh criticism from all extreme interests. Inmates, counselors, citizens, lawyers, and others will not see their own special interests fulfilled with MAP. The art of bringing these forces together for the purpose of movement and not chaos is the task of the correctional administrator. MAP should make this task more workable for the correctional system.

APPENDIX A

AN EXAMPLE OF A STATE MAP MODEL (MARYLAND)

The MAP Model in this section is used in the State of Maryland as the binding policy under which MAP is governed. Each jurisdiction should develop a comparable policy and procedure statement that meets their local needs.

INTRODUCTION

The concept of Mutual Agreement Programming (MAP) was developed as a result of problems experienced in inmate training programs funded by the U. S. Department of Labor under the Manpower Development and Training Act (Section 251). Training programs funded in correctional institutions had been experiencing success in developing skills in the inmate trainees; however, too often the inmate trainee did not have a parole release decision coordinated with the completion of training.

The American Correctional Association received a grant from the U. S. Department of Labor to identify the problems and propose a solution. The result of the two and a half year study was the development and demonstration of the MAP Model. The Maryland MAP Model is an adaptation of the ACA Parole-Corrections Project Model and the Maryland Community Corrections Task Force gratefully acknowledges the support and assistance of the ACA Project Staff.

The Maryland Model of MAP was developed over a period of five months with the direction and support of the Office of the Secretary of Public Safety and Correctional Services, the Division of Correction, the Parole Board, the Division of Parole and Probation, and the Governor's Commission on Law Enforcement and the Administration of Justice. The original model was adopted as of September 1, 1974 by the Parole Board, the Division of Correction, and the Division of Parole and Probation as the governing policy for the program. The model was amended in October, 1975 to clarify and strengthen violation, suspension, and renegotiation provisions.

MAP Coordinator
December, 1975

MARYLAND MODEL
MUTUAL AGREEMENT PROGRAMMING

Mutual Agreement Programming

Mutual Agreement Programming (MAP) involves an assessment of the needs, strengths, and weaknesses of the inmate followed by the design of an individualized program that offers resource utilization in preparing participants for a successful community adjustment following release on parole. Based on this assessment, treatment and training objectives are prescribed, the inmate prepares an individual plan, and negotiations involving the inmate, the institutional staff, the MAP Coordinator, and the Parole Board take place. An agreement is made, setting out the specific programs which the Division of Correction will provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole date contingent upon successful completion of set goals.

The agreement and the procedures surrounding it are seen as a means of involving each inmate in the process and decision to release, giving the inmate much of the responsibility for his or her own release, and bringing together the institutional and parole authorities for closer cooperation and coordination.

The MAP Agreement will be used in this Program. Its crucial element is the setting of a fixed parole date contingent upon certain behavior. The contribution of each party will be unambiguously defined. The inmate agrees to certain criteria and the improvement of vocational and educational skills; the Division of Correction provides the programs; the MAP Coordinator monitors the program; and the Parole Board agrees to release the inmate on a specific date when the criteria have been met. The agreement will be clearly written and the inmate must understand what is being signed. The agreement also may be subject to revision and renegotiation by all parties according to the specific guidelines that are included in this model.

Voucher System (when applicable)

In some special projects, a voucher may be made available to participating individuals to purchase training and education and support for such activities. When used, the voucher system will be under the supervision and administration of the MAP Coordinator. The key to individual voucher referral is choice of training on the

part of the inmate, hopefully resulting in a desired training related occupation in which the individual will remain. Inmates using individual voucher referral will live either in an institution and commute to the community for training, or be assigned to a community-based program as a step between prison and parole.

It is anticipated that voucher funds will be made available to purchase any legitimate service directly related to rehabilitation. In addition to training and educational services, in some cases this might include psychological or psychiatric counseling in the community or therapy, surgical removal of noticeable scars which might present a barrier to employability, birth control costs, child care fees, transportation to and from training or work, and subsidies to employers who are willing and can supply good quality on-the-job training programs. In general, any service relating to one's ability to successfully complete training and secure employment would be considered on an individual basis.

Eligibility for Contract Participation

Initially, the negotiation of agreements with inmates will be limited to residents of community correction centers operated by the Community Correction Task Force and female inmates who are within two years of parole consideration by the Maryland Parole Board.

The eligibility for female inmates is made possible at the present time by a pilot program funded by LEAA at the Maryland Correctional Institution for Women. This pilot project utilizes the agreement along with a voucher system that will allow females in the program to purchase necessary community services in order to meet agreed upon objectives of the agreement.

Agreement Negotiation

The parties to the negotiations will include the inmate, the MAP Coordinator, a representative of the institution, and two members of the Parole Board. Arrangements for the negotiations will be made by the MAP Coordinator, who will have reviewed the inmate's test results, available programs, and the inmate's choices in a personal meeting. The Coordinator will also have made sure that all pertinent information concerning the inmate will have been distributed to both institution and Parole Board at least one week prior to the time of agreement negotiation. Thus all parties to the agreement will come to the negotiations with an awareness of all necessary factual information.

Agreement negotiation will take place at the Community Correction Center or MCI-W on a special hearing date. The MAP Coordinator will moderate the negotiations and will perform as the spokesman for the inmate. A critical element of this project is that the inmates feel involvement and responsibility for what is expected of them, and come to some conclusion about what they expect of themselves. The agreement will be openly negotiated and will not be a program already put together and agreed upon by the institution and parole authorities. All parties should be flexible enough so that inmates may be able to participate in a realistic program of their own choice. Inmates will be able to speak freely, as must the other parties, and to indicate what they can and cannot do. Specific components of the agreement will be clear and caution will be taken to assure that inmates understand the various components of the document. If the parties to the negotiation are unable to agree to the components of an agreement, the inmate will revert without prejudice, to the general prison population and be subject to regular institutional care. This will also apply to individuals who were not successful in meeting the agreed to objectives. Any violation by an inmate of a law, rule or regulation while a party to the agreement will however result in appropriate disciplinary action being taken in accordance with existing Division policy. Such action may, if warranted, continue after an individual is returned to regular institutional care. The agreement can be negated only by unsuccessful participation on the part of the inmate or by previously undisclosed information of major importance about the inmate. Either one of these can lead to renegotiation of the entire agreement.

Agreement Suspension

If a violation of the MAP agreement is reported to the MAP Coordinator, the MAP Coordinator shall determine under the terms of the agreement whether the reported facts constitute a violation of specific agreement criteria. This may involve meeting or contact with the inmate, the counselor, staff or other interested persons to verify the facts. If a violation has occurred, the MAP Coordinator must report the violation to the Parole Board for their decision on the violation. During this period from violation report until further written decision of the Parole Board, the agreement shall be suspended.

The Parole Board may, after review of the violation report, reinstate the suspended agreement by indicating in writing of its decision. However, if the Board feels that the violation may result in revoking the agreement or changing the release date, then the inmate must appear

before the Parole Board at the next possible hearing date where the inmate is housed.

Also, if information formerly unknown about the individual, which might alter the classification status and/or limit either party's ability to meet the criteria of the agreement, is brought to the attention of the Division or the Parole Board, the agreement shall be immediately and automatically suspended until a classification hearing is held within seventy-two hours to determine whether a change should be made in the inmate's present classification status, and/or whether the information will, in fact, limit either party's ability to meet the terms of the agreement. If it is so determined, then the agreement shall be declared null and void. At such time that both parties agree, a new agreement may be negotiated. In the event that no change in classification status is recommended and it is determined that the new information will not limit either party's ability to meet the terms of the agreement, then the agreement shall be immediately reinstated.

Agreement Renegotiation

Agreement renegotiation shall take place under the following circumstances:

1. The inmate requests it
2. The MAP Coordinator advises it, when the inmate is failing to meet criteria of agreement
3. Important information, formerly unknown, is brought to the attention of the Division of Correction or the Parole Board
4. The inmate completes the program faster than anticipated

In the event of renegotiation any and all agreements may be changed.

The renegotiation process will be the same as the original negotiation process and will again include the inmate, a representative of the institution, two members of the Parole Board, and the MAP Coordinator who will have discussed the reasons for the renegotiation with the inmate and will have made available the same information to both the institution and the Parole Board ten days prior to the renegotiation of the agreement. This will allow all parties to bargain on the same basis. The MAP Coordinator will again be the inmate's spokesman, and will moderate the

renegotiations. The meeting will take place as soon as possible, but no later than the next regularly scheduled parole hearing for that institution, after request is made. Until new terms have been agreed upon, the original agreement outline will be binding upon all parties. Should the inmate refuse to renegotiate, then the original agreement will remain in force until review of decision has taken place by the Inmate Grievance Commission. An agreement should be renegotiated only in exceptional circumstances.

Agreement Completion

Upon the completion of negotiations and the signing of the agreement, it will be made clear to inmates that it is their responsibility to undertake the various programs which are necessary to meet the criteria, and that any difficulties should be brought to the attention of the MAP Coordinator. The following controls will be included in order that the programs are completed according to schedule.

1. The MAP Coordinator will closely monitor the progress of the inmate and make it a point to be aware of any problems the inmate may have.

2. The MAP Coordinator will confer with the inmate on a need basis or as requested by the inmate to review lack of progress or problems in meeting the criteria.

3. The MAP Coordinator will submit an individual monthly progress summary and review same with institutional and parole officials.

4. Sixty days prior to completion of the agreement, the MAP Coordinator will begin the parole procedure by indicating to the Parole Board that the inmate has successfully completed the program to date and recommending that the inmate be paroled on the agreed date. It is important that the parole machinery get underway at this time so that the inmate can be released on the promised date.

5. If the inmate is unable to successfully complete the criteria, then renegotiation or cancellation will be in order.

Parole Follow-Up

Every individual who completes the program will be on parole, and each will be the subject of a follow-up for one year. The MAP Coordinator will acquaint the Division of Parole and Probation with the program, and will request a periodic report on parolee performance from the assigned parole agents. This report will include information concerning employment and related data to be made available for research and evaluation.

Program Objectives

The objectives for the program are:

1. In advance of an individual's parole eligibility to establish written, individualized, and objective terms agreeable to the Division of Correction, the Parole Board, and the inmate which if fulfilled will guarantee parole on an agreed upon date.

2. To identify the inmate's training/educational needs both as perceived by the inmate and as perceived by the institutional staff.

3. To identify the community and institutional resources available to meet the inmate's training/educational needs.

4. To match individual inmate needs with community and/or institutional resources.

5. To promote the development of any needed training/educational services for program participants which are not already available.

6. To achieve a high degree of correlation between type of training/educational services provided and the type of actual long-term employment of program participants.

7. To reduce institutional disciplinary problems (since agreement fulfillment will be partially contingent on a lack of disciplinary reports).

APPENDIX B

EXAMPLES OF FORMS USED IN THE MAP PROCESS IN MARYLAND

These forms in this section are used in the MAP process in Maryland. Each state will need to develop forms tailored to their amount and complexity of current information flow. The general purpose in the MAP process of these forms is unchanged from state to state.

MAP AGREEMENT WORK SHEET

Proposed Criteria

1. Education

2. Skill Training

3. Treatment

4. Behavior

5. Work Assignment

6. Other

Inmate's Name _____ Number _____

Desired Release Date _____ Date This Sheet Prepared _____

Institution _____

MAP Form 2

Maryland Division of Correction
MAP PRE-NEGOTIATION SUMMARY

Name _____ # _____ Institution _____

DOB _____ Present Age _____ Marital Status _____ Education _____

Last Address _____

Proposed Parole Residence _____

Occupation _____ SS # _____

Offense(s) _____

_____

Sentence(s) _____ Total _____

From _____ Received _____ Current Expiration _____

Drug Problem _____ Alcohol Problem _____

Previous Adult Convictions: (Attached extra sheet if necessary)

Date	Location	Offense	Disposition

Previous Employment:

Dates	Employer	Type of Work	Location	Wages	Reason for Leaving

Previous Parole Hearings: (If none, date of first scheduled parole hearing)

Institutional Discipline: (Major and minor infractions)

Date	Infraction	Disposition

62

ADJUSTMENT (Since reception or last parole hearing)

RATIONALE FOR MAP PLAN

ALTERNATIVE MAP PLANS

Prepared by:

_____ _____
Date

MAP DECLINATION FORM

The MAP program and process have been explained to me through orientation and I have been advised that the program and process are available to me.

I have considered the above and the alternatives and I have chosen to decline all MAP services at this time.

Inmate Signature	Date	Institution

Witness

Optional: Reasons for Declination

MAP Form 4

MAP VIOLATION REPORT

Name _____ # _____ Date of Violation _____ Inst. _____

Agreement clause(s) in violation: _____

Facts surrounding violation: _____

Steps taken by inmate to avoid violation: _____

Steps taken by staff to avoid violation: _____

Inmate's proposal for renegotiation of agreement: _____

Counselor's recommendation: _____

_____ _____
Counselor Supervisor

_____
Date

Please use additional sheets if necessary.

COMPLETION CERTIFICATION FOR
MAP AGREEMENT

Date

Inmate

#

Date of MAP Agreement

Date of Completion and
Parole Date

Action being certified by this form: _____

_____

As agreed to by the inmate, the following events and accomplishments have occurred during the MAP Agreement:

1. Education _____

2. Skill Training _____

3. Treatment _____

4. Behavior _____

5. Work Assignment _____

_____

_____

_____

6. Other _____

_____

These accomplishments have been monitored and are hereby certified as completed to date.

_____
Counselor

_____
Institution

APPROVED:

_____
MAP Coordinator

MAP CONTRACT AMENDMENT FORM

Date _____

Name _____ # _____ Inst. _____

Contract clause(s) to be changed:

Additions and/or deletions to be made:

Rationale for proposed changes:

Counselor recommendations:

_____ _____

Inmate Counselor

_____

Supervisor

Please use additional sheets if necessary.

MAP Form 9

MUTUAL AGREEMENT PROGRAM
CRITERIA FOR PAROLE RELEASE

Introduction

Under administrative procedures established by the Maryland Parole Board an inmate of the Maryland Division of Correction, upon meeting the eligibility qualifications, may negotiate a specific parole release date contingent upon successful completion of mutually agreed upon criteria.

Criteria for Parole Release

The criteria listed below comprise the program that has been mutually agreed upon between _____ and the Maryland Parole Board on_____, 19___.

1. Education

2. Skill training

3. Treatment

4. Behavior

5. Work Assignment

6. Other

Parole Date

The Maryland Parole Board, contingent upon successful completion by the inmate of the above listed criteria shall parole the inmate not later than_____, 19__.

Interpretation Provisions

Agreement cancellation, negation or renegotiation shall take place in accordance with the terms and provisions of the applicable Maryland Model, Mutual Agreement Programming. All questions, issues or disputes respecting determination of successful completion of any agreement criteria shall be decided by the MAP Coordinator. Prior to his decision the MAP Coordinator shall consult with both the inmate and the program staff member who made the evaluation respecting successful completion, and, in the Coordinator's discretion, he may mediate and consult jointly with the inmate and staff member respecting such question or dispute. The decision of MAP Coordinator shall be in writing and shall set forth the facts on which it is based and shall state the reasons for the decision. The decision of the MAP Coordinator may be appealed to the Inmate Grievance Commission of the State of Maryland.

MAP Coordinator

The MAP Coordinator shall monitor the program and certify to the Maryland Parole Board that the program has been successfully completed. The decision of the MAP Coordinator may be appealed to the Inmate Grievance Commission.

_____
MAP Coordinator

Inmate

I have read or have had read to me this document and understood that if I successfully complete the program criteria as outlined I will be paroled not later than the parole date stated above I have read a copy of the MAP Model and agree to follow its terms.

_____
Inmate

Maryland Parole Board

Upon certification by the MAP Coordinator of conformance to the agreed upon criteria by the inmate, and lacking any substantial evidence to the contrary, the inmate shall be paroled not later than the above stated date.

Maryland Parole Board

By _____

Division of Correction

The Division has reviewed the program criteria and shall provide the necessary program and services to enable the inmate to timely complete the program.

Division of Correction

By _____

MARYLAND MAP FOLLOW-UP

Parolee _____ Ins. No. _____

Follow-Up: _____ 3 mos. _____ 6 mos. _____ 9 mos. _____ 12 mos.

1. Arrest Record SINCE Release or Last Follow-Up Form:

_____

_____

_____

2. Employment History SINCE Release or Last Follow-Up:

Dates	Employer	Type Work	Weekly or Hourly Wage

3. Currently _____ Employed _____ Unemployed

4. Education or Training Enrollment

Dates	Ed/Training Program	Description

Return To:

APPENDIX C

VOUCHER CONTROL POLICY (MARYLAND)

This policy of financial control was developed exclusively for the Maryland Division of Correction to insure proper accountability of individual vouchers used in MAP Agreements for female inmates.

VOUCHER PROPOSAL

The Maryland Department of Public Safety and Correctional Services has been awarded an LEAA Discretionary Grant which will create a Mutual Agreement Programming (MAP) project, specifically directed toward the female offender. The grant is entitled "MAP/Voucher Program for Women" and it becomes effective on April 1, 1975. As indicated by the title, the project will utilize a voucher system which must be developed and approved prior to implementation and expenditure of federal funds.

MAP has been developed and applied to the male correctional system and the process and procedures have been formalized in the Division of Correction Regulations manual under DCR No. 280-6. This section of the DCR, which is quoted below, is applicable to the MAP/Voucher Program for Women and offers an adequate initial explanation of the program:

"Mutual Agreement Programming

Mutual Agreement Programming (MAP) involves an assessment of the needs, strengths, and weaknesses of the inmate followed by the design of an individualized program that offers resource utilization in preparing participants for a successful community adjustment following release on parole. Based on this assessment, treatment and training objectives are prescribed, the inmate prepares an individual plan, and negotiations involving the inmate, the institutional staff, the MAP Coordinator, and the Parole Board take place. An agreement is made, setting out the specific programs which the Division of Correction will provide to the inmate, the inmate's agreement to successfully complete the programs and specific objectives, and a specific parole date contingent upon successful completion of set goals.

"The agreement and the procedures surrounding it are seen as a means of involving each inmate in the process and decision to release, giving the inmate much of the responsibility for his or her own release, and bringing together the institutional and parole authorities for closer cooperation and coordination.

"The MAP Agreement will be used in this

Program. Its crucial element is the setting of a fixed parole date contingent upon certain behavior. The contribution of each party will be unambiguously defined. The inmate agrees to certain criteria and the improvement of vocational and educational skills; the Division of Correction provides the programs; the MAP Coordinator monitors the program; and the Parole Board agrees to release the inmate on a specific date when the criteria have been met. The agreement will be clearly written and the inmate must understand what is being signed. The agreement also may be subject to revision and renegotiation by all parties according to the specific guidelines that are included in this model.

"Voucher System (when applicable)

In some special projects, a voucher may be made available to participating individuals to purchase training and education and support for such activities. When used, the voucher system will be under the supervision and administration of the MAP Coordinator. The key to individual voucher referral is choice of training on the part of the inmate, hopefully resulting in a desired training related occupation in which the individual voucher referral will live either in an institution and commute to the community for training, or be assigned to a community-based program as a step between prison and parole.

"It is anticipated that voucher funds will be made available to purchase any legitimate service directly related to rehabilitation. In addition to training and educational services, in some cases this might include psychological or psychiatric counseling in the community or therapy, surgical removal of noticeable scars which might present a barrier to employability, birth control costs, child care fees, transportation to and from training or work, and subsidies to employers who are willing and can supply good quality on-the-job training programs. In general, any service relating to one's ability to successfully complete training and secure employment would be considered on an individual basis.

"Eligibility for Contract Participation

Initially, the negotiation of agreements

with inmates will be limited to residents of community correction centers operated by the Community Correction Task Force and any female inmate who is subject to parole consideration by the Maryland Parole Board.

"The eligibility for all female inmates is made possible at the present time by a pilot program funded by LEAA at the Maryland Correctional Institution for Women. This pilot project utilizes the agreement along with a voucher system that will allow females in the program to purchase necessary community services in order to meet agreed upon objectives of the agreement."

The above DCR was published prior to the implementation of the MAP/Voucher grant and, therefore, is not explicit in all areas relating to the female offender. Some additional details need to be considered in order to have a more complete explanation of the project operation. Although the program intent and content remain the same, the criteria for eligibility are subject to alteration by the Division of Correction and the Board of Parole. Presently there are two segments of criteria -- one for community correction and one for institutional offenders. The criteria are as follows:

A. Women at the Maryland Correctional Institution for Women must be:

   1. Within two years of first or next parole hearing;

   2. Without detainers;

   3. Without "life" or "contempt of court" charges beyond Board jurisdiction.

B. Women at the Community Correction Center -- St. Ambrose -- must be:

   1. Within ten months of first or next parole hearing;

   2. Have had at least one parole hearing if their sentence is ten or more years;

   3. Certification as eligible by the Community Correction Task Force and MCI-W staff.

The uniqueness of MAP/Voucher lies in the use of the

voucher as a means of delivering otherwise unavailable resources to women who have entered into MAP Agreements that will lead to parole release. The expenditure of voucher funds will demand a procedure that can implement the delivery of service(s) to a client in as little time as one day. The justification for the need to develop a system for rapid voucher implementation is based on the following:

a. Inmates may seek non-traditional or traditional services.

b. Inmates may need multiple services that may be interdependent.

c. Inmates may need immediate services.

d. Inmates may be sentenced for short terms.

e. Inmates may need local services.

f. Approximately 100 inmates are predicted to be under MAP Agreements during the first year of project operation.

Voucher-purchased resources for inmates under MAP Agreements may be sought in several service areas. For example:

1. Vocational training

    a. Skill programs
    b. On-the-job training supplements

2. Medical assistance

    a. Psychiatric
    b. General
    c. Special therapeutic

3. Education

    a. General Educational Development
    b. College

4. Maintenance stipend

    a. Books
    b. Tools
    c. Transportation
    d. Day-care

Each category of resource or service could be approached from three financial positions: (1) bid, (2) direct assistance and (3) third party purchasing. The first

position could involve a large purchase, probably in excess of $2,500, or it could involve long term service agreements for many clients; the second, and least likely to be utilized, could be the direct distribution of voucher funds to the client so that each client could purchase her own service; finally, the third party purchase, the most practical and easiest to implement because individual service needs could be service(s) purchased for individual clients from certified and/or accredited agencies or institutions.

Of the above procedures, the first is firmly established in Department of Budget Regulation 02.01.03, which is sufficient in its explanation of the needs, limitations and processes for all contractual agreements involving the expenditure of funds by state agencies. This procedure is unlikely to serve our needs in the expenditure of voucher funds for individual client services because of the time consumed in the various interfacing agencies.

The second option, direct monetary assistance for clients, is likely to be utilized at a minimum, but in format this option would be very similar to the third party agreement with the client as the third party. This option would be most appropriate under service area #4, Maintenance stipend for tools, books, etc.

The third option for purchase of service requires the development of a system of accountability that can be implemented in the least possible amount of time -- hopefully within 24 hours. This third party purchasing system is in use in Maryland in the Department of Education's Division of Vocational Rehabilitation. It is the intent of the MAP/Voucher Program to utilize the DVR format in the expenditure of voucher funds for purchase of services and to develop accountability at several levels to assure checks and balances for all voucher expenditures. An explanation of the procedures is developed below.

The proposed procedure to be utilized for the obligation of MAP/Voucher funds will begin with the clients. Clients will identify service areas which will aid the fulfillment of their needs and goals as they relate to the MAP Agreement. The service areas chosen will be investigated as to their availability by the client and the counselor after which the counselor and the Employment and Training Specialist on the MAP staff will verify the certification of the service agency or institution. This verification procedure will incorporate the use of the certified vendor list and the approved nonpublic specialized school list which are used by DVR. The listings enable DVR to purchase services for individual clients without resorting to the contractual process of bidding. With the use of these pre-approved and frequently updated lists, the MAP staff would be able to

obligate voucher funds and secure services for clients with a minimum of delay.

In order for accountability of funds to be assured, the DVR format would be employed by the MAP staff and the fiscal section of the Division of Correction. The form (copy attached) would be distributed to the fiscal section, MAP file, house file, service agency or institution and the grant file. Information on the voucher purchase form should be initially certified by the inmate's counselor, followed by the certifications of the MAP staff, and finally by the fiscal section. Counselors will initially verify service availability and inmate eligibility; MAP staff will verify the certification/accreditation of the supplier; and the fiscal section will verify the availability of funds.

After the certification process and the distribution of the voucher purchase forms, the service implementation will be monitored by the counselor and the Employment and Training Specialist. The former will concentrate on inmate participation and compliance while the latter will concentrate on actual service delivery. When both aspects have been certified, the fiscal section will authorize payment to the supplier. In some instances there may be an initial payment requirement prior to implementation of the service, therefore, these services will be investigated more closely before payment and monitored more thoroughly throughout.

The structure of rates for services will comply with all state and federal guidelines. With regard to hourly wage of suppliers, a maximum of $16.875 or $135.00 per eight hour day is established by LEAA but no specific qualifications or limitations have been placed on flat rate services. Regarding the latter costs of $2,500 or more will be competitively bid while other services will be assumed to be appropriate if the supplier has been certified and/or accredited by the State.

Each inmate receiving a voucher-purchased service will be subject to a follow-up at three month intervals. The follow-up will enable the MAP staff to determine the inmate's use of the service and, to some extent, the effectiveness of the service rendered. Through the follow-up, it will be possible to determine whether inmates are seeking services which can lead to continued career development or if they are just entering programs which will look good on institutional records. This follow-up will continue for the duration of the MAP contract and into actual parole status within the community with the carry-over of follow-up information adding validity.

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COMMISSIONER
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DEPUTY COMMISSIONER

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MARYLAND

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DIVISION OF CORRECTION
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VOUCHER PURCHASE

Date Initiated:	Client Name:	
Date Approved:	Implementation Date:	Completion Date:
Supplier:	Purchaser:	
Service Description:		

Quantity	Item	Unit Cost	Total Cost

Client Certification: _____ Counselor _____ Date

Fiscal Certification: _____ Fiscal Representative _____ Date

Service Certification: _____ MAP Staff _____ Date

Certification By: _____ Agency List Date of Payment _____

APPENDIX D

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